

1 **DHS/FEMA 2006 HURRICANE SEASON**
2 **CONCEPT OF OPERATIONS (CONOPS)**
3

4 **INTRODUCTION:**
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- 6 a. The Department of Homeland Security/ Federal Emergency Management Agency
7 (DHS/FEMA) approaches the 2006 hurricane season with a renewed sense of
8 commitment, improvement and urgency, building on a solid foundation of experienced
9 professionals and the lessons learned from last year's unprecedented disaster response
10 activities. The 2005 hurricane season tested our nation as never before, and we are
11 committed to increasing our preparedness and capabilities for catastrophic events and
12 smaller-scale disasters.
13
- 14 b. While states and localities have the lead in emergency response, DHS/FEMA will be
15 prepared to coordinate the federal government's supporting role. The Department
16 understands the special needs of Gulf Coast states, which will include a need for
17 assistance with evacuation planning, difficulties with manufactured housing, and
18 diminished law enforcement capabilities.
19
- 20 c. This Concept of Operations (CONOPS) identifies the critical steps that will be taken by
21 the DHS/FEMA, and other Federal departments and agencies in preparation for, in
22 response to, and recovery from a severe weather event during the 2006 Hurricane Season,
23 and assigns specific responsibilities to departments and agencies across the Federal
24 Government.
25
- 26 d. This Concept of Operations provides the basis for further planning at the Federal,
27 Regional, State and local levels and will be revised over time. The actions, priorities, and
28 timelines identified in the CONOPS will be reviewed on a continuous basis and will be
29 revised as appropriate to reflect changes in our understanding of the hurricane threat,
30 National Weather Service predictions and the state of relevant Federal, State, and local
31 response capabilities.
32

33 **1. PURPOSE:**
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- 35 a. This CONOPS provides guidance on readiness, response, and initial recovery actions.
36 These actions will be executed by the DHS/FEMA, and other Federal departments and
37 agencies. Actions will be in coordination and with the cooperation of State, local, tribal,
38 and Private Sector partners, with emergency management assignments in preparation for
39 or in response to the 2006 hurricane season (June 1–November 30, 2006 in the United
40 States and its territories).
41
- 42 b. DHS/FEMA will use the National Response Plan (NRP), built on the National Incident
43 Management System (NIMS) framework, to coordinate the Federal interagency
44 emergency management planning and preparations for the hurricane season. The goal is
45 to ensure that all Federal Government departments and agencies with emergency
46 management responsibilities detailed in the NRP achieve the highest level of readiness in

1 preparation for a severe weather event that has or could potentially overwhelm the
2 capabilities of the local and State responders in the United States and its territories.

3
4 c. The objective of the United States Government is to ensure that all levels of government
5 across the Nation have the capability to work efficiently and effectively together, using a
6 national approach to domestic incident management.

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8 d. Objectives for the national response to be executed by the Joint Field Office (JFO) with
9 support from the response community include:

10
11 1) Save Lives

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13 2) Sustain Life

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15 3) Minimize Property Damage

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17 4) Stabilization and Restoration of Minimal Functionality of Critical Infrastructures

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19 5) Establish Response and Recovery Infrastructure

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21 **2. SITUATION:**

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23 **a. Threat Assessment:**

24
25 1) Atlantic Basin

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27 i. NOAA's 2006 Atlantic hurricane season outlook indicates an 80
28 percent chance of an above-normal hurricane season, a 15 percent
29 chance of a near-normal season, and only a 5 percent chance of a
30 below-normal season. This outlook is produced by the National
31 Oceanic and Atmospheric Administration's (NOAA) Climate
32 Prediction Center (CPC), National Hurricane Center (NHC), and
33 Hurricane Research Division (HRD).

34
35 ii. The outlook calls for a very active 2006 season, with 13-16 named
36 storms, 8-10 hurricanes, and 4-6 major hurricanes. This prediction
37 indicates a continuation of above-normal activity that began in 1995.
38 However, NOAA does not currently expect a repeat of last year's
39 record season.

40
41 iii. The predicted 2006 activity strongly reflects an expected continuation
42 of conditions associated with the multi-decadal signal, which has
43 favored above-normal Atlantic hurricane seasons since 1995. These
44 conditions include considerably warmer than normal sea surface
45 temperatures (SSTs), lower wind shear, reduced sea level pressure, and
46 a more conducive structure of the African easterly jet.

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- iv. The vast majority of named storms and hurricanes are expected to form during August-October over the tropical Atlantic Ocean, which is typical for above-normal seasons. These systems generally track westward toward the Caribbean Sea and/or United States as they strengthen. Historically, very active seasons have averaged 2-4 hurricanes making landfall in the continental United States and 2-3 hurricanes in the region around the Caribbean Sea. However, it is currently not possible to confidently predict at these extended ranges the number or intensity of hurricanes making landfall, and whether or not a given locality will be impacted by a hurricane this season.
 - v. Although NOAA expects a very active hurricane season during 2006, NOAA is not forecasting a repeat of last year's record season at this time.
 - 1. This is partly because the tropical Atlantic SSTs are not presently as warm as we saw last year at this time.
 - 2. Also, a combination of conditions led to the record 2005 season. Some of those, particularly an amplified upper-level ridge over the eastern U.S., long periods of suppressed convection near the date line, and exceptionally low pressures in the Gulf and Caribbean Sea region, are simply not predictable at this time.
 - vi. The main uncertainty in this outlook is not whether the season will be above normal, but how much above normal it will be. The 2006 season could become the fourth hyperactive season in a row.
 - vii. Another uncertainty is related to forecasting some of the specific circulation features known to produce exceptionally active seasons. High activity during the last three seasons resulted partly from an amplified upper-level ridge and lower wind shear over the western subtropical North Atlantic and eastern United States.
 - viii. In the event these conditions again develop, which cannot be predicted with confidence at this time, the 2006 seasonal Accumulated Cyclone Energy (ACE) index value could even exceed the high end of the predicted range. However, NOAA does not currently expect a repeat of last year's record season.
 - ix. Despite the forecasted El Nino/Southern Oscillation (ENSO)-neutral conditions, the possibility exists for prolonged periods of suppressed convection over the central equatorial Pacific, consistent with very warm SSTs and enhanced tropical convection remaining over

Indonesia and the western equatorial Pacific. Suppressed convection over the central equatorial Pacific produces a La Niña-like response in the atmospheric circulation, and results in a stronger upper-level ridge and lower wind shear over the western tropical Atlantic. The combination of an active Atlantic era and suppressed convection near the date line is known to favor extremely active Atlantic hurricane seasons, as was seen last season.

- x. NOAA will closely monitor the evolving climate conditions. NOAA's updated Atlantic hurricane outlook will be issued in early August, which begins the peak months (August-October) of the hurricane season.

- xi. Discussion

1. Expected Activity - 80 percent chance above normal, 15 percent chance near normal, 5 percent chance below normal.
2. An important measure of the total seasonal activity is NOAA's ACE index, which accounts for the collective intensity and duration of Atlantic named storms and hurricanes during a given hurricane season. The ACE index is also used to define above-, near-, and below-normal hurricane seasons. A value of 117 percent of the median (Median value is 87.5) corresponds to the lower boundary for an above-normal season.
3. For the 2006 Atlantic hurricane season, the ACE index is expected to be in the range of 135 percent-205 percent of the median.
4. Based on this predicted ACE range and on the 80 percent probability of an above-normal season, we expect 13-16 named storms, 8-10 hurricanes, and 4-6 major hurricanes [categories 3-4-5 on the Saffir-Simpson scale].

- xii. Expected Climate Conditions – Active multi-decadal signal, above-average Atlantic Ocean temperatures, ENSO-neutral conditions

1. All of the Atlantic hurricane seasons since 1995 have been above normal, with the exception of two moderate to strong El Niño years (1997 and 2002). This contrasts sharply with the 1971-1994 period of generally below-normal activity. Conditions were also very conducive for above-normal hurricane seasons during the 1950s and 1960s.

2. The regional atmospheric circulation contributing to these long-period fluctuations in hurricane activity is strongly linked to the tropics-wide multi-decadal signal. Since 1995 this signal has been very conducive to above-normal hurricane seasons and warmer Atlantic SSTs, and it is again the main factor guiding the 2006 outlook.
3. Over the North Atlantic, key aspects of the multi-decadal signal expected during the 2006 hurricane season include:
 - a. warmer SSTs, lower surface air pressure, and increased moisture across the tropical Atlantic
 - b. an amplified ridge at upper levels across the central and eastern subtropical North Atlantic
 - c. reduced vertical wind shear in the deep tropics over the central North Atlantic, which results from an expanded area of easterly winds in the upper atmosphere and weaker easterly trade winds in the lower atmosphere
 - d. weaker easterly winds in the middle and lower atmosphere, resulting in a configuration of the African easterly jet that favors hurricane development from tropical waves moving westward from the African coast. Some early-season indicators of an active hurricane season are already developing. These include warmer SSTs and weaker easterly winds in the middle atmosphere, both of which have strong links to the multi-decadal signal.
4. Another factor known to significantly impact Atlantic hurricane seasons is the ENSO. El Niño favors fewer hurricanes and La Niña favors more hurricanes. Based on the most recent ENSO outlook issued by NOAA's Climate Prediction Center, ENSO-neutral conditions are expected in the tropical Pacific through much of the Atlantic hurricane season. Therefore, ENSO is not expected to impact this hurricane season.
5. Multi-decadal fluctuations in Atlantic hurricane activity
 - a. Atlantic hurricane seasons exhibit prolonged periods lasting decades of generally above-normal or below-normal activity. These fluctuations in hurricane activity result almost entirely from differences in the number of hurricanes and major hurricanes forming from tropical

1 storms first named in the main development region, which
2 spans the tropical Atlantic Ocean and Caribbean Sea.

- 3
- 4 b. Hurricane seasons during 1995-2005 have averaged 15
5 named storms, 8.5 hurricanes, and 4 major hurricanes, with
6 an average ACE index of 179 percent of the median.
7
- 8 c. NOAA classifies nine of the last eleven hurricane seasons
9 as above normal, and seven as hyperactive. \
- 10
- 11 d. In contrast, during the preceding 1971-1994 period,
12 hurricane seasons averaged 8.5 named storms, 5 hurricanes,
13 and 1.5 major hurricanes, with an average ACE index of
14 only 75 percent of the median.
15
- 16 e. One-half of these seasons were below normal, only three
17 were above normal (1980, 1988, 1989), and none were
18 hyperactive.
19

20 2) Tropical Eastern North Pacific Basin

- 21
- 22 i. NOAA is forecasting an 80 percent probability of a below normal
23 tropical eastern North Pacific hurricane season during 2006, a 15
24 percent probability of a near-normal season, and only a 5 percent
25 probability of an above-normal season.
26
- 27 ii. This hurricane outlook is made jointly by the scientists at the National
28 Oceanic and Atmospheric Administration's (NOAA) Climate
29 Prediction Center (CPC), National Hurricane Center (NHC), and the
30 Hydrometeorological Prediction Center (HPC).
31
- 32 iii. NOAA's 2006 outlook for the tropical eastern North Pacific hurricane
33 season calls for 12-16 tropical storms (average is 15-16), with 6-8
34 becoming hurricanes (average is 9), and 1-3 becoming major
35 hurricanes (average is 4-5).
36
- 37 iv. This outlook reflects the ongoing multi-decadal climate signal that has
38 been acting to suppress East Pacific hurricane activity since 1995,
39 combined with the expectation of ENSO neutral conditions during
40 much of the season.
- 41 v. This is NOAA's second year of issuing an operational outlook for the
42 eastern North Pacific hurricane region, which covers the tropical
43 eastern North Pacific east of 140 degrees west. NOAA had earlier
44 issued experimental outlooks for both the 2003 and 2004 hurricane
45 seasons. There will be no further updates to this 2006 outlook.
46

1 vi. The 2006 East Pacific hurricane season is expected to bring 12-16
2 tropical storms, with 6-8 becoming hurricanes, and 1-3 becoming
3 major hurricanes {categories 3-4-5 on the Saffir-Simpson scale}. This
4 outlook reflects the expectation that many of the named storms will
5 remain relatively weak, and that the hurricanes and major hurricanes
6 will be shorter-lived compared to normal. While it is reasonable to
7 expect this range of tropical storms, hurricanes, and major hurricanes,
8 the total seasonal activity measured by the ACE index can certainly be
9 in the expected range without all three of these criteria being met.

10
11 vii. Most tropical storms that form in the eastern North Pacific track
12 westward into open waters, sometimes reaching Hawaii and beyond.
13 On average, one to two tropical storms per season either head
14 northward or recurve toward western Mexico. These storms often
15 bring rainfall to western Mexico, and sometimes also supply moisture
16 to the arid southwestern United States.

17
18 viii. Discussion

- 19
20 1. Expected Activity - 80 percent Chance Below Normal, 15
21 percent Chance Near Normal, 5 percent chance Above Normal
22
23 2. An important measure of total seasonal activity is NOAA's
24 ACE index, which accounts for the collective strength and
25 duration of tropical storms and hurricanes during a given
26 hurricane.
27
28 3. For the 2006 tropical eastern North Pacific hurricane season,
29 the ACE index is expected to be 45 percent-85 percent of the
30 median. The main climate signals for this prediction include a)
31 the ongoing multi-decadal climate signal that has favored
32 generally below-normal activity since 1995, and b) ENSO-
33 neutral conditions throughout the season. The ongoing trend of
34 reduced eastern North Pacific hurricane activity since 1995 is
35 coincident with generally above-normal Atlantic hurricane
36 activity.

37
38 3) Central Pacific Basin

- 39
40 i. The National Oceanic and Atmospheric Administration's Central
41 Pacific Hurricane Center in Honolulu expects two to three tropical
42 cyclones in the central Pacific basin in 2006, a slightly below average
43 season. In a typical year, four to five tropical cyclones will form or
44 cross into the area, according to National Weather Service hurricane
45 experts, with two storms reaching hurricane intensity.
46

- 1 ii. Data from NOAA’s Climate Prediction Center shows near normal
2 tropical ocean temperatures, which typically means less tropical
3 cyclone activity in the Pacific. In addition, atmospheric and oceanic
4 circulation patterns will likely produce a below normal season in the
5 eastern Pacific. Fewer storms in the eastern Pacific will contribute to a
6 below normal season in the central Pacific.
7
8 iii. A major severe weather event, which has or could potentially
9 overwhelm State and local emergency response and recovery
10 capabilities, requiring the deployment of Federal assets by DHS
11 through FEMA is likely to occur based on the National Oceanic and
12 Atmospheric Administration (NOAA) forecast and outlook provided
13 supra.
14

15 **b. Planning Assumptions:**
16

- 17 1) A major severe weather event making landfall in the United States or its
18 territories could overwhelm State, local, tribal, and private sector emergency
19 response and recovery capabilities and require the alert, activation, and sustained
20 deployment of Federal assets under the NRP.
21
22 2) Any major severe weather event making landfall in the United States or its
23 territories in 2006 may be declared an Incident of National Significance
24 subsequent to which a Principal Federal Official (PFO) will be appointed by the
25 Secretary of Homeland Security. The PFO will be supported by a Deputy PFO
26 and a Federal Coordinating Officer (FCO). See Annex C for specific
27 appointments.
28 3) It is possible that two or more hurricanes may make landfall in the United States
29 simultaneously, particularly in the Western Atlantic-US East Coast, Gulf of
30 Mexico- US Gulf Coast, and Caribbean-Puerto Rico and the US Virgin Islands
31 affecting more than one FEMA Region simultaneously.
32
33 4) DHS/FEMA, and supporting Federal departments and agencies may be required
34 to provide national-level support to State, local, tribal, and private sector partners
35 in response to other disasters, emergencies, and events (i.e., pandemic influenza
36 outbreaks, earthquakes, floods and flash floods, wildfires, landslides, tornadoes,
37 industrial and technological accidents) and other Incidents of National
38 Significance, including National Special Security Events (NSSEs), domestic and
39 foreign terrorism, physical and cyber attacks on critical infrastructures and key
40 resources, and national and homeland security emergencies, concurrent with
41 preparing for and responding to a major severe weather event making landfall in
42 the United States or its territories in 2006.
43

44 **c. Planning Considerations:**
45

- 46 1) Recognize that the NRP will always be activated.

- 2) DHS/FEMA will implement NIMS doctrine, concepts, principles and organizational processes as appropriate for planning and response operations.
- 3) The Federal government will plan for and implement a pro-active response to a potential catastrophic incident during the 2006 hurricane season.
 - a. This CONOPS will not impede Federal, State, local, or tribal departments and agencies from carrying out their specific authorities and execute their respective roles and responsibilities in accordance with (IAW) applicable laws, Executive Orders, and directives. Command and control of the State, local, and tribal response and recovery operation will remain the domain of the appropriate affected State, local, and tribal official responsible for emergency management throughout the response and recovery effort.
 - b. The consequences of a major severe weather event making landfall in the United States or its territories during the 2006 hurricane season will be managed at the lowest possible jurisdictional and organizational level.
 - c. Maintain a common operating picture to maximize situational awareness and visibility utilizing continuous near-real-time communications, coordination, synchronization and, collaboration capabilities.
 - d. Provide a greater quantity of response and recovery goods and services delivered in a timelier, efficient, and effective manner to the victims through our local and State partners. Federal pre-deployment of scalable force packages identified in the Catastrophic Incident Supplement to the NRP will occur for incidents when lead time exists.
- 4) Maintain and sustain a dynamic operational tempo and capability to simultaneously respond to multiple incidents.
- 5) Monitor and respond to follow-on threats, hazards, and vulnerabilities that are independent of and/or the result of the original incident.
- 6) The Secretary of Homeland Security may designate a combined PFO and Federal Coordinating Officer (FCO) during national or geographically wide-spread incidents like catastrophic severe weather events.
- 7) The designated PFO/FCO may delegate specific FCO authorities to deputy FCOs in each of the regional or subordinate JFOs when multiple JFOs are established.
- 8) DHS can establish multiple JFOs when an incident affects the entire nation or multiple regions. The Secretary of Homeland Security may then designate one JFO as primary, to provide strategic leadership.

- 1 9) The interagency Emergency Support Functions (ESFs) should be prepared to
2 support the overall coordinating structures established at the NRCC, RRCC and
3 JFO.
4
5 a. The National Response Coordination Center (NRCC) Support Team and
6 the appropriate Regional Response Coordination Centers (RRCC) may be
7 activated and operational 96 hours before landfall in the United States and
8 territories.
9
10 b. DHS/FEMA will provide liaison officers and representatives to the DHS
11 NOC, DHS Incident Advisory Council (IAC), DHS Disaster Planning
12 Group (DPG), and the appropriate State Emergency Operations Centers
13 (EOCs) 72-hours before landfall, when requested.
14
15 c. Establish and implement a proactive preparedness and readiness posture
16 before landfall by having the JFO, the Emergency Response Team (ERT),
17 and all supporting response and recovery infrastructures established,
18 staffed, and fully mission-capable 24 hours before landfall. The main
19 focus for the Federal response and recovery operation is the JFO.
20
21 10) Modeling and simulation tools and techniques will be employed.
22

23 **d. Roles and Responsibilities:**
24

- 25 1) Response and recovery planning and operational initiatives and activities
26 undertaken by the DHS National Operations Center (NOC), NRCC and
27 RRCC will conform to their respective standard operating procedures and
28 practices.
29
30 2) When and where the need for Federal assistance is anticipated, planning and
31 resource pre-positioning will be initiated and managed by DHS/FEMA
32 through the NRCC and the appropriate RRCC.
33
34 3) Until the activation of the JFO, the NRCC and appropriate RRCC will initiate
35 pre-scripted mission assignments in support of a projected catastrophic event.
36 Operational response planning options and resource deployments will be
37 identified, initiated, and completed.
38
39 4) Once established, staffed, and activated, the JFO will assume overall direction
40 and coordination of the Federal response and recovery effort from the NRCC
41 and appropriate RRCC in accordance with the JFO and ERT SOPs.
42

43 **3. MISSION:**
44

1 DHS/FEMA will coordinate Federal operations for response and recovery from the effects of a
2 severe weather event making landfall in the United States or its territories in 2006 to alleviate
3 human suffering and severe property damage.
4

5 **4. CONCEPT OF OPERATIONS:** 6

7 **a. Strategic Intent:** Provide efficient and effective domestic incident management.
8 Ensure the Federal response is MORE, CLOSER, SOONER, SAFELY.
9

- 10 1) Greater quantity of response and recovery goods and services as logistically
11 feasible.
12
- 13 2) Resources delivered in a more timely, efficient, and effective manner.
14
- 15 3) Establish and implement a more proactive preparedness and readiness posture
16 before landfall and increase the use of Pre-Scripted Mission Assignments.
17
- 18 4) Ensure the maximum safety, security, and survivability of personnel, facilities,
19 goods and services, and critical response architectures and infrastructures
20 without compromising a more proactive preparedness and readiness posture
21 before landfall.
22

23 **b. Phases of the Operation:** The operation will be phased to help in the execution
24 process. It must be understood that some phases are continuous and all have a certain
25 amount of overlap.
26

- 27 1) Phase I – Awareness: The continual process of collecting, analyzing, and
28 disseminating intelligence, information, and knowledge to allow organizations
29 and individuals to anticipate requirements and to react effectively.
30
- 31 2) Phase II – Preparedness: The range of deliberate, critical tasks and activities
32 necessary to build, sustain, and improve the operational capability to prevent,
33 protect against, respond to, and recover from domestic incidents. Preparedness
34 is a continuous process involving efforts at all levels of government and
35 between government and private-sector and nongovernmental organizations to
36 identify threats, determine vulnerabilities, and identify required resources.
37
- 38 3) Phase III – Response: Activities that address the short-term, direct effects of
39 an incident. Response includes immediate actions to save lives, protect
40 property, and meet basic human needs. Response also includes the execution
41 of emergency operations plans and of incident mitigation activities designed
42 to limit the loss of life, personal injury, property damage, and other
43 unfavorable outcomes
44
- 45 4) Phase IV – Recovery: The development, coordination, and execution of
46 service- and site-restoration plans for impacted communities and the

1 reconstitution of government operations and services through individual,
2 private-sector, nongovernmental, and public assistance programs that: identify
3 needs and define resources; provide housing and promote restoration; address
4 long-term care and treatment of affected persons; implement additional
5 measures for community restoration; incorporate mitigation measures and
6 techniques, as feasible; evaluate the incident to identify lessons learned; and
7 develop initiatives to mitigate the effects of future incidents.
8

9 **5. LOGISTICS:**

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11 **a. Concept of Logistics Support.** DHS/FEMA Logistics is responsible for managing
12 resources ---commodities and equipment--- and facilities that support the effective
13 conduct of disaster response and recovery operations within the CONUS and
14 OCONUS boundaries of the United States The DHS/FEMA Response Logistics
15 Branch will ensure the effective delivery of requested support to designated locations
16 in a timely manner with ever increasing efficiency.
17

18 **b. Total Asset Visibility (TAV) Program.** The program's first phase will be
19 implemented on a limited basis to provide for comprehensive "cradle to grave"
20 visibility of selected response assets from acquisition to disposition or disposal.
21

22 **c. Pre-Positioned Commodities.** To provide a greater response effort, resource
23 commodities have been pre-positioned in designated States or Commonwealths prior
24 to an incident. They will remain mobile, accountable, and under the control of the
25 Headquarters Response Division, Logistics Branch until there is a creditable threat.
26 At that time, and upon a request, control of these resources will be transferred to the,
27 ERT or JFO. In addition to commodities pre-positioned prior to an incident,
28 Headquarters Response Division, Logistics Branch will "initiate action to
29 immediately deploy" resource commodities described in the Catastrophic Incident
30 Supplement (CIS) to the National Response Plan. Resource commodity levels, to
31 support the response for the first 72-hours following an incident, will be pre-stocked
32 at Mobilization Centers prior to impact.
33

34 **6. COMMUNICATION:**

35
36 **a. Concept of Communications Support.** This concept of operations (CONOPS) meets
37 three key requirements: the establishment of a single focal point for communications
38 management; the co-location of communications coordination activities; and the
39 integration of DHS/FEMA Component, other federal agency, and private sector
40 communications resources.
41

42 **b. Communications Response Efforts.** Communications support to Federal, state,
43 local, tribal, and private sector response efforts during an Incident is accomplished by
44 the Office of Science and Technology Policy (OSTP), who delegates to the
45 Department of Homeland Security's (DHS) National Communications System
46 (NCS), Office of the Manager, the Primary Agency functional responsibility for ESF

1 #2. The NCS Manager ensures appropriate National Security and Emergency
2 Preparedness (NS/EP) communications support to operations conducted under the
3 NRP. The NCS is assisted in ESF #2 operations by several Federal support
4 departments and agencies and industry representatives of the National Coordinating
5 Center (NCC).
6

7 **7. DIRECTION AND CONTROL:**

8

9 **a. The National Incident Management System (NIMS)** will provide the framework for
10 all direction and control arrangements.
11

12 **b. Senior officials** for the 2006 Hurricane Season have been designated. Refer to
13 Appendix 1, FEMA Acting Director memo dated 26 April 2006, SUBJECT:
14 Designation of Lead Federal Officials for the 2006 Hurricane Season.
15

16 **8. AUTHORITIES AND REFERENCES:**(See Annex A)

17

18 **9. COORIDINATING INSTRUCTIONS:**

19

20 a. Once operational (no less than 72 hours before landfall), the JFO Coordination Group
21 at the JFO will assume direction and control of the interagency Federal response and
22 recovery effort in the State in support of State and local authorities.
23

24 b. The DHS/FEMA RRCCs will provide direct planning and operational support,
25 including logistics and communications support, to their respective State emergency
26 operations centers (SEOCs), deployed Regional Liaison Officers (LNOs) and Emergency
27 Response Teams-Advanced (ERTs-A), and deployed JFO components.
28

29 c. The DHS/FEMA NOC/NRCC will provide strategic planning and operational support
30 to both field-deployed response and recovery resources and to the NOC, Incident
31 Advisory Council (IAC), and Disaster Planning Group (DPG) in order to coordinate and
32 synchronize the Federal response and recovery operations and to resolve concurrent, but
33 equally compelling, resource requirements.
34

35 d. Other Federal Agency (OFA) command and operations centers will provide planning
36 and operational support services as directed and requested based on their statutory
37 authorities and organic capabilities.

1	FUNCTIONAL ANNEXES
2	
3	A – Authorities, References & Applicability
4	B - Glossary & Acronyms
5	C - Direction and Control
6	1 – Lead Federal Officials
7	2 – Goals, Objectives and Tasks
8	3 – Information Collection Plan
9	D - Communications & Warning
10	1 – Reporting
11	2 - Homeland Security Information Network (HSIN)
12	3 – NHC Operations
13	E - Execution
14	1 - Timeline
15	F - Damage Assessment (TBP)
16	G - Aviation Operations and Airspace Management (TBP)
17	H - Maritime Support Operations (TBP)
18	I – Evacuation (TBP)
19	J - Logistics
20	K – Worker Safety & Health
21	L – Recovery
22	M – Not Used
23	N – Not Used
24	O - Emergency Support Functions (ESF)
25	1 – Transportation
26	2 – Communications
27	3 – Public Works and Engineering
28	4 – Firefighting
29	5 – Emergency Management
30	A – Mission Assignments
31	6 – Mass Care, Housing, and Human Services
32	7 – Resource Support
33	8 – Public Health and Medical Services
34	9 – Urban Search and Rescue
35	10 – Oil and Hazardous Materials Response
36	11 – Agriculture and Natural Resources
37	12 – Energy
38	13 – Public Safety and Security
39	14 – Long-Term Community Recovery and Mitigation
40	15 – External Affairs (TBP)

**DHS/FEMA 2006 Hurricane Season
CONCEPT OF OPERATIONS (CONOPS)**

ANNEX A AUTHORITIES, REFERENCES & APPLICABILITY

1. AUTHORITIES:

- a. Public Law (PL) Number: 107-296, The Homeland Security Act of 2002

Under PL 107-296, The Homeland Security Act of 2002 and HSPD-5, Management of Domestic Incidents, DHS is responsible for the overall management of domestic incidents. The Department is the executive agent for all-hazard emergency management, mitigation, preparedness, response, and recovery, is responsible for consequence management, response, and recovery pursuant to and in compliance with 42 USC 5121, et seq.

- b. Public Law (PL) 106-390/42 U.S.C. 5121, et seq. The Robert T. Stafford Disaster Assistance and Emergency Relief Act

In the response and initial recovery operations following a major hurricane or tropical storm making landfall in the United State or its territories during the 2006 hurricane season, a major disaster or emergency as defined in the Stafford Act, the President may direct any Federal department or agency, with or without reimbursement, to utilize its authorities and the resources granted to it under Federal law (including personnel, equipment, supplies, facilities, and managerial, technical, and advisory services) in support of State and local assistance efforts [sections 402(a)(1) and 502(a)(1) of the Stafford Act, 42 U.S.C. § 5170a(1) and § 5192(a)(1)].

- c. Executive Order 12656 (as amended), Assignment of Emergency Preparedness Responsibilities (November 18, 1988)

- d. Homeland Security Presidential Directive/HSPD-5, Management of Domestic Incidents (February 28, 2003)

- e. Homeland Security Presidential Directive-7 (HSPD-7): Critical Infrastructure Identification, Prioritization, and Protection (December 17, 2003)

- f. Homeland Security Presidential Directive -8 (HSPD-8): National Preparedness (December 17, 2003)

2. REFERENCES

- a. April 2004, National Incident Management System
b. December 2004, National Response Plan
c. November 2005, Draft National Infrastructure Protection Plan
d. Undated, Hurricane Incident Collection Plan
e. May 2006, Hurricane Information Actions Checklist (incorporated in Annex C, App 3)

- f. December 2005, Hurricane Liaison Team (HLT) Operations Manual
- g. October 2005, National Response Coordination Center Video Teleconference Standard Operating Procedure
- h. April 2005, Emergency Support Function #5 Emergency Management Standard Operating Procedures
- i. April 2005, Draft Interagency Incident Management Group (IIMG) Activation and Operations
- j. April 2005, National Response Coordination Center (NRCC) Standard Operating Procedures
- k. April 2005, Regional Response Coordination Center/Regional Support Team Standard Operating Procedures
- l. April 2005, Interagency Integrated Standard Operating Procedure Homeland Security Operations Center (HSOC)
- m. Undated Draft, Interagency Integrated Standard Operating Procedure Joint Field Office (JFO) Activation and Operations (Version 8.1)
- n. Undated Draft, National Emergency Response Team (ERT-N) Standard Operating Procedures (SOP)
- o. June 2005, NRCC Watch Officer's Manual: Procedures and Checklists
- p. April 2006, Incident Management Handbook
- q. Undated, Universal Target List (UTL)
- r. Undated, Total Capabilities List (TCL)
- S. January 2006, Federal Incident Response Support Team (FIRST Overview
- t. July 2005 (updated January 11, 2006), Standard Operating Procedure (SOP), How the National Response Coordination Center (NRCC Team Obtains GIS Support from the Mapping and Analysis Center (MAC)

3. APPLICABILITY:

- a. This CONOPS, consistent with the Authorities and References identified, provides for a fully scalable approach for the Federal Government, when requested, to assist State, local, and tribal governments and jurisdictions in responding to and initiating the recovery from a major hurricane or tropical storm making landfall in the United States and its territories.
- b. It implements the NIMS structure and mechanisms for a Federal response and operational coordination effort for incident management, response, and recovery that is consistent and commensurate with a major hurricane or tropical storm making landfall in the United States and its territories.
- c. Consistent with the protocols provided in the Authorities and References, the Federal response and coordination effort can be partially or fully implemented in the context of the threat and damage potential posed by a major hurricane or tropical storm making landfall in the United States and its territories, the specific and cascading geographic and jurisdictional effects and vulnerabilities, and specific unique and discreet demographic needs and requirements.

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- d. Selective implementation of the capabilities resident in the References, through the activation of one or more of the Federal Government’s response and recovery components allows maximum flexibility in meeting the unique operational and information-sharing requirements of the situation at hand and enabling effective interaction between various Federal and non-Federal entities.
 - e. Nothing in this document alters or impedes the ability of Federal, State, local, or tribal departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, Executive Orders, and directives.

1 **DHS/FEMA 2006 Hurricane Season**
2 **CONCEPT OF OPERATIONS (CONOPS)**
3

4 **ANNEX B GLOSSARY AND ACRONYMS**
5

6 **GLOSSARY OF TERMS**
7

8 **Advisory:** Official information issued by tropical cyclone warning centers describing all tropical
9 cyclone watches and warnings in effect along with details concerning tropical cyclone locations,
10 intensity and movement, and precautions that should be taken. Advisories are also issued to
11 describe: (a) tropical cyclones prior to issuance of watches and warnings and (b) subtropical
12 cyclones.
13

14 **Best Track:** A subjectively-smoothed representation of a tropical cyclone's location and
15 intensity over its lifetime. The best track contains the cyclone's latitude, longitude, maximum
16 sustained surface winds, and minimum sea-level pressure at 6-hourly intervals. Best track
17 positions and intensities, which are based on a post-storm assessment of all available data, may
18 differ from values contained in storm advisories. They also generally will not reflect the erratic
19 motion implied by connecting individual center fix positions.
20

21 **Center:** Generally speaking, the vertical axis of a tropical cyclone, usually defined by the
22 location of minimum wind or minimum pressure. The cyclone center position can vary with
23 altitude. In advisory products, refers to the center position at the surface.
24

25 **Center / Vortex Fix:** The location of the center of a tropical or subtropical cyclone obtained by
26 reconnaissance aircraft penetration, satellite, radar, or synoptic data.
27

28 **Central North Pacific Basin:** The region north of the Equator between 140W and the
29 International Dateline. The Central Pacific Hurricane Center (CPHC) in Honolulu, Hawaii is
30 responsible for tracking tropical cyclones in this region.
31

32 **Cyclone:** An atmospheric closed circulation rotating counter-clockwise in the Northern
33 Hemisphere and clockwise in the Southern Hemisphere.
34

35 **Direct Hit:** A close approach of a tropical cyclone to a particular location. For locations on the
36 left-hand side of a tropical cyclone's track (looking in the direction of motion), a direct hit occurs
37 when the cyclone passes to within a distance equal to the cyclone's radius of maximum wind. For
38 locations on the right-hand side of the track, a direct hit occurs when the cyclone passes to within
39 a distance equal to twice the radius of maximum wind.
40

41 **Eastern North Pacific Basin:** The portion of the North Pacific Ocean east of 140W. The
42 National Hurricane Center in Miami, Florida is responsible for tracking tropical cyclones in this
43 region.
44

ANNEX B GLOSSARY AND ACRONYMS, DHS/FEMA 2006 Hurricane CONOPS

Eye: The roughly circular area of comparatively light winds that encompasses the center of a severe tropical cyclone. The eye is either completely or partially surrounded by the eyewall cloud.

Eyewall / Wall Cloud: An organized band or ring of cumulonimbus clouds that surround the eye, or light-wind center of a tropical cyclone. Eyewall and wall cloud are used synonymously.

Explosive Deepening: A decrease in the minimum sea-level pressure of a tropical cyclone of 2.5 mb/hr for at least 12 hours or 5 mb/hr for at least six hours.

Extratropical: A term used in advisories and tropical summaries to indicate that a cyclone has lost its "tropical" characteristics. The term implies both poleward displacement of the cyclone and the conversion of the cyclone's primary energy source from the release of latent heat of condensation to baroclinic (the temperature contrast between warm and cold air masses) processes. It is important to note that cyclones can become extratropical and still retain winds of hurricane or tropical storm force.

Fujiwara Effect: The tendency of two nearby tropical cyclones to rotate cyclonically about each other.

Gale Warning: A warning of 1-minute sustained surface winds in the range 34 kt (39 mph or 63 km/hr) to 47 kt (54 mph or 87 km/hr) inclusive, either predicted or occurring and not directly associated with tropical cyclones.

High Wind Warning: A high wind warning is defined as 1-minute average surface winds of 35 kt (40 mph or 64 km/hr) or greater lasting for 1 hour or longer, or winds gusting to 50 kt (58 mph or 93 km/hr) or greater regardless of duration that are either expected or observed over land.

Hurricane / Typhoon: A tropical cyclone in which the maximum sustained surface wind (using the U.S. 1-minute average) is 64 kt (74 mph or 119 km/hr) or more. The term hurricane is used for Northern Hemisphere tropical cyclones east of the International Dateline to the Greenwich Meridian. The term typhoon is used for Pacific tropical cyclones north of the Equator west of the International Dateline.

Hurricane Local Statement: A public release prepared by local National Weather Service offices in or near a threatened area giving specific details for its county/parish warning area on (1) weather conditions, (2) evacuation decisions made by local officials, and (3) other precautions necessary to protect life and property.

Hurricane Season: The portion of the year having a relatively high incidence of hurricanes. The hurricane season in the Atlantic, Caribbean, and Gulf of Mexico runs from June 1 to November 30. The hurricane season in the Eastern Pacific basin runs from May 15 to November 30. The hurricane season in the Central Pacific basin runs from June 1 to November 30.

Hurricane Warning: A warning that sustained winds 64 kt (74 mph or 119 km/hr) or higher associated with a hurricane are expected in a specified coastal area in 24 hours or less. A

ANNEX B GLOSSARY AND ACRONYMS, DHS/FEMA 2006 Hurricane CONOPS

hurricane warning can remain in effect when dangerously high water or a combination of dangerously high water and exceptionally high waves continue, even though winds may be less than hurricane force.

Hurricane Watch: An announcement for specific coastal areas that hurricane conditions are possible within 36 hours.

Indirect Hit: Generally refers to locations that do not experience a direct hit from a tropical cyclone, but do experience hurricane force winds (either sustained or gusts) or tides of at least 4 feet above normal.

Joint Field Office (JFO)

The JFO is a temporary Federal facility, organized, staffed, and operated pursuant to and consistent with NIMS, established locally to coordinate operational Federal assistance activities to the affected jurisdiction(s) during Incidents of National Significance through the JFO Coordination Group.

The JFO provides a central location for coordination of Federal, State, local, and tribal governments, non-governmental organizations (NGOs) (e.g. American Red Cross, Salvation Army), and private sector entities with primary responsibility for threat response and incident support.

Members of the JFO provide incident oversight, direction and assistance to the responders on the scene. Activities at the local level are coordinated through the JFO and reported back to regional and national elements. When the JFO is stood up, the RRCC may remain staffed to provide additional support.

The JFO is led by the Coordination Group (PFO, DPFO, FCO, DCO, SCO, and other senior Federal officials) and is staffed by members of (a) the corresponding Region's ERT-A, (b) a back-up Region ERT-A, (c) the ERT-N, or (d) a combination of resources drawn from (a), (b), and (c).

The JFO is a multi-agency coordination center (MACC) established locally with the theater of operations and in proximity to the SEOC. It provides a central location for the JFO Coordination Group coordinate the actions and capabilities of Federal, State, local, tribal, non-governmental, and private-sector organizations with primary responsibility for threat response and incident support. The JFO Coordination Group enables the effective and efficient coordination of Federal incident-related prevention, preparedness, response, and recovery actions. If necessary, the JFO can transition to a Long-Term Recovery Office (LTRO) under the direction of the FEMA Disaster Recovery Manager (DRM).

The JFO, led by the JFO Coordination Group, utilizes the scalable organizational structure of the NIMS/ICS in the context of both pre-incident and post-incident management activities and is adaptable to the magnitude and complexity of the situation at hand, and incorporates the NIMS

ANNEX B GLOSSARY AND ACRONYMS, DHS/FEMA 2006 Hurricane CONOPS

principles regarding span of control and organizational structure: management, operations, planning, logistics, and finance/administration.

Although the JFO uses a NIMS organizational structure and NIMS planning and operational procedures, practices, protocols, and processes, the JFO, like the NRCC and RRCC, does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site. The JFO accommodates all entities (or their designated representatives) essential to incident management, information-sharing, and the delivery of disaster assistance and other support. State, local, tribal, private-sector, and non-governmental organizations assign liaisons to the JFO to facilitate interaction, communication, and coordination. External Affairs, including Congressional liaison, public information, and media relations, are managed through the Joint Information Center (JIC), the external component of ESF # 15, which becomes an operational branch of the JFO during Incidents of National Significance.

Landfall: The intersection of the surface center of a tropical cyclone with a coastline. Because the strongest winds in a tropical cyclone are not located precisely at the center, it is possible for a cyclone's strongest winds to be experienced over land even if landfall does not occur. Similarly, it is possible for a tropical cyclone to make landfall and have its strongest winds remain over the water.

National Response Coordination Center (NRCC): The NRCC is an integral component of the National Operations Center (NOC) and is a multi-agency center that provides overall Federal response coordination for Incidents of National Significance and emergency management program implementation. FEMA maintains the NRCC as a functional component of the NOC in support of incident management operations. The NOC is a standing 24/7 interagency watch and operational coordination center that fuses law enforcement, national intelligence, emergency response, and private sector reporting.

The NRCC coordinates all activities under the NRP at a national level. The NRCC coordinates operational response and resource allocation planning with the appropriate Federal departments and agencies, Regional Response Coordination Centers (RRCCs), and Joint Field Offices (JFOs) and maintains situational awareness, visibility of the common operating picture, and ensures coordination during the response and recovery efforts following an incident.

During an incident, the NRCC operates on a 24/7 basis or as required in coordination with other elements of the NOC. To support incident operations, more than 40 departments and agencies from activated ESF primary and support agencies provide representatives to augment the NRCC. Additional interagency representatives may be requested based on the situation at hand.

The FEMA Operations Center (FOC) supports the NRCC with a 24-hour watch and provides notification to departments and agencies on the activation (or potential activation) of ESFs.

The NRCC monitors potential or developing Incidents of National Significance and when activated, supports the efforts of regional and field components. During an activation, the NRCC

ANNEX B GLOSSARY AND ACRONYMS, DHS/FEMA 2006 Hurricane CONOPS

will focus on supporting multi-agency planning and coordination of incident management operations including:

- Monitoring the preparedness of national-level emergency response teams and resources;
- In coordination with RRCCs, initiating mission assignments or reimbursable agreements to activate other Federal departments and agencies;
- Activating and deploying national-level entities such as the National Disaster Medical System (NDMS), National Urban Search and Rescue Task Forces (US&R), Mobile Emergency Response Support (MERS), and Emergency Response Teams (ERT);
- Coordinating and sustaining the Federal response to potential and actual Incidents of National Significance, including coordinating the use of Federal remote sensing/disaster assessment support;
- Providing management of field facilities, supplies, and equipment;
- Coordinating operational response and resource allocation planning with the appropriate Federal departments and agencies, RRCCs, and the JFO;
- Tracking and managing Federal resource allocations regarding financial tracking and management;
- Collecting, evaluating, and disseminating information regarding the incident response and status of resources; and
- Drafting and distributing operational warnings and orders in coordination with other elements of the NOC.

In addition, the NRCC resolves Federal resource support conflicts and other implementation issues forwarded by the JFO.

Once activated, the NRCC is responsible for remote sensing and Geospatial Information Systems (GIS) support and analysis and the maintenance of all historical files and records pertaining to NRCC operations.

Post-storm Report: A report issued by a local National Weather Service office summarizing the impact of a tropical cyclone on its forecast area. These reports include information on observed winds, pressures, storm surges, rainfall, tornadoes, damage and casualties.

Preliminary Report: Now known as the "Tropical Cyclone Report". A report summarizing the life history and effects of an Atlantic or eastern Pacific tropical cyclone. It contains a summary of the cyclone life cycle and pertinent meteorological data, including the post-analysis best track (six-hourly positions and intensities) and other meteorological statistics. It also contains a description of damage and casualties the system produced, as well as information on forecasts

ANNEX B GLOSSARY AND ACRONYMS, DHS/FEMA 2006 Hurricane CONOPS

and warnings associated with the cyclone. NHC writes a report on every tropical cyclone in its area of responsibility.

Present Movement: The best estimate of the movement of the center of a tropical cyclone at a given time and given position. This estimate does not reflect the short-period, small scale oscillations of the cyclone center.

Probability of Tropical Cyclone Conditions: The probability, in percent, that the cyclone center will pass within 50 miles to the right or 75 miles to the left of the listed location within the indicated time period when looking at the coast in the direction of the cyclone's movement.

Radius of Maximum Winds: The distance from the center of a tropical cyclone to the location of the cyclone's maximum winds. In well-developed hurricanes, the radius of maximum winds is generally found at the inner edge of the eyewall.

Rapid Deepening: A decrease in the minimum sea-level pressure of a tropical cyclone of 1.75 mb/hr or 42 mb for 24 hours.

Regional Response Coordination Center (RRCC): The RRCC provides for interagency resource coordination and multi-agency incident support. The RRCC coordinates regional response efforts, establishes Federal priorities, and implements local Federal program support until a JFO is established.

The RRCC is a multi-agency center that provides overall Federal response coordination for Incidents of National Significance and emergency management program implementation at the Regional level. There are ten (10) Standard Federal Regions and RRCCs. Each FEMA Mobile Emergency Response Support (MERS) Detachment provides concurrent 24/7 coverage for two (2) adjacent Standard Federal Regions through its MERS Operations Center (MOC).

The RRCC coordinates all activities under the NRP at a regional level. The RRCC coordinates operational response and resource allocation planning with the appropriate Federal departments and agencies in the Standard Federal Region and serves as a multi-agency area command during incidents involving multiple states in its area (region) of responsibility. The RRCC, when activated, maintains situational awareness and ensures coordination during the response and recovery efforts following an incident.

During an incident, the RRCC operates on a 24/7 basis or as required in coordination with the NRCC and JFOs. To support incident operations, more than 40 departments and agencies from activated ESF primary and support agencies provide representatives to augment the RRCC. Additional interagency Federal, State, local, and Tribal and private sector representatives may be requested based on the situation at hand.

The RRCC is a standing facility operated by FEMA that is activated to coordinate regional response efforts, establish Federal priorities, and implement local Federal program support until a JFO is established in the field and/or the Principal Federal Official (PFO), Federal

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Coordinating Officer (FCO), or Federal Resource Coordinator (FRC) can assume their NRP coordination responsibilities.

The RRCC establishes communications with the affected State emergency management agency and the NRCC, coordinates deployment of the Emergency Response Team–Advance Element (ERT-A) to field locations, assesses damage information, develops situation reports, and issues initial mission assignments.

The FEMA Regional Director, or the FEMA NRCC, activates the RRCC based on the level of response required. The RRCC is led by an RRCC Director and includes DHS and FEMA staff and regional ESF representatives. The RRCC may also include a DOD Regional Emergency Preparedness Liaison Officer (REPLO) who assists in coordination of requests for defense support. Financial management activity at the RRCC is monitored and reported by the Comptroller via the Finance and Administration Section.

Once activated, the NRCC will focus on supporting multi-agency planning and coordination of incident management operations from the regional perspective.

Relocated: A term used in an advisory to indicate that a vector drawn from the preceding advisory position to the latest known position is not necessarily a reasonable representation of the cyclone's movement.

Remnant Low: Used for systems no longer having convection required of a tropical cyclone (e.g., the swirls of stratocumulus in the eastern North Pacific).

Storm Surge: An abnormal rise in sea level accompanying a hurricane or other intense storm, and whose height is the difference between the observed level of the sea surface and the level that would have occurred in the absence of the cyclone. Storm surge is usually estimated by subtracting the normal or astronomic high tide from the observed storm tide.

Storm Tide: The actual level of sea water resulting from the astronomic tide combined with the storm surge.

Storm Warning: A warning of 1-minute sustained surface winds of 48 kt (55 mph or 88 km/hr) or greater, either predicted or occurring, not directly associated with tropical cyclones.

Strike: For any particular location, a hurricane strike occurs if that location passes within the hurricane's strike circle, a circle of 125 n mi diameter, centered 12.5 n mi to the right of the hurricane center (looking in the direction of motion). This circle is meant to depict the typical extent of hurricane force winds, which are approximately 75 n mi to the right of the center and 50 n mi to the left.

Subtropical Cyclone: A non-frontal low pressure system that has characteristics of both tropical and extratropical cyclones.

The most common type is an upper-level cold low with circulation extending to the surface layer and maximum sustained winds generally occurring at a radius of about 100 miles or more from

the center. In comparison to tropical cyclones, such systems have a relatively broad zone of maximum winds that is located farther from the center, and typically have a less symmetric wind field and distribution of convection.

A second type of subtropical cyclone is a mesoscale low originating in or near a frontolyzing zone of horizontal wind shear, with radius of maximum sustained winds generally less than 30 miles. The entire circulation may initially have a diameter of less than 100 miles. These generally short-lived systems may be either cold core or warm core.

Subtropical Depression: A subtropical cyclone in which the maximum sustained surface wind speed (using the U.S. 1-minute average) is 33 kt (38 mph or 62 km/hr) or less.

Subtropical Storm: A subtropical cyclone in which the maximum sustained surface wind speed (using the U.S. 1-minute average) is 34 kt (39 mph or 63 km/hr) or more.

Synoptic Track: Weather reconnaissance mission flown to provide vital meteorological information in data sparse ocean areas as a supplement to existing surface, radar, and satellite data. Synoptic flights better define the upper atmosphere and aid in the prediction of tropical cyclone development and movement.

Tropical Cyclone: A warm-core non-frontal synoptic-scale cyclone, originating over tropical or subtropical waters, with organized deep convection and a closed surface wind circulation about a well-defined center. Once formed, a tropical cyclone is maintained by the extraction of heat energy from the ocean at high temperature and heat export at the low temperatures of the upper troposphere. In this they differ from extratropical cyclones, which derive their energy from horizontal temperature contrasts in the atmosphere (baroclinic effects).

Tropical Cyclone Plan of the Day: A coordinated mission plan that tasks operational weather reconnaissance requirements during the next 1100 to 1100 UTC day or as required, describes reconnaissance flights committed to satisfy both operational and research requirements, and identifies possible reconnaissance requirements for the succeeding 24-hour period.

Tropical Depression: A tropical cyclone in which the maximum sustained surface wind speed (using the U.S. 1-minute average) is 33 kt (38 mph or 62 km/hr) or less.

Tropical Disturbance: A discrete tropical weather system of apparently organized convection -- generally 100 to 300 nmi in diameter -- originating in the tropics or subtropics, having a nonfrontal migratory character, and maintaining its identity for 24 hours or more. It may or may not be associated with a detectable perturbation of the wind field.

Tropical Storm: A tropical cyclone in which the maximum sustained surface wind speed (using the U.S. 1-minute average) ranges from 34 kt (39 mph or 63 km/hr) to 63 kt (73 mph or 118 km/hr).

ANNEX B GLOSSARY AND ACRONYMS, DHS/FEMA 2006 Hurricane CONOPS

Tropical Storm Warning: A warning that sustained winds within the range of 34 to 63 kt (39 to 73 mph or 63 to 118 km/hr) associated with a tropical cyclone are expected in a specified coastal area within 24 hours or less.

Tropical Storm Watch: An announcement for specific coastal areas that tropical storm conditions are possible within 36 hours.

Tropical Wave: A trough or cyclonic curvature maximum in the trade-wind easterlies. The wave may reach maximum amplitude in the lower middle troposphere.

ACRONYM LIST

ADD	Automated Deployment Database
APO	Accountable Property Officer
ARF	Assistance Request Form
ASD-HD	Assistant Secretary of Defense for Homeland Defense
AT	Annual Training
C4	Command, Control, Communications and Computers
CIP	Critical Infrastructure Protection
COMC	Communications Coordinator
COML	Communications Unit Leader
COMT	Communications Technician
COOP	Continuity of Operations
COP	Common Operating Picture
DCE	Defense Coordinating Elements
DCO	Defense Coordinating Officer
DHS	Department of Homeland Security
DM	Deputy Manager
DOC	Department of Commerce
DOD	Department of Defense
DOI	Department of Interior
DRF	Disaster Relief Fund
DSAT	DHS Situational Awareness Team
DSCA	Defense Support to Civil Authorities
EA	Emergency Authority
EAS	Emergency Alert System
ECS	Emergency Communications Staff
ECT-F	Emergency Communications Team – Field
ECT-N	Emergency Communications Team – National
EOC	Emergency Operations Center
EOP	Executive Office of the President
ERT-A	Emergency Response Team – Advance
ERT-N	Emergency Response Team - National
ESF	Emergency Support Function
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer

ANNEX B **GLOSSARY AND ACRONYMS**, DHS/FEMA 2006 Hurricane CONOPS

FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FIRST	Federal Incident Response Support Team
FOC	FEMA Operations Center
FOSA	Federal Operational Staging Area
FRC	Federal Resource Coordinator
GCC	Geographical Combattant Commander
GETS	Government Emergency Telecommunications System
GIS	Geographic Information System
GSA	General Services Administration
HLD	Homeland Defense
HLS	Homeland Security
HAS	Homeland Security Advisor
HSIN	Homeland Security Information Network
HSOC	Homeland Security Operations Center
HSPD	Homeland Security Presidential Directive
IAC	Incident Advisory Council
IAP	Incident Action Plan
IDT	Inactive Duty Training
IEC	Interexchange Carrier
ILC	Infrastructure Liaison Cell
IMA	Individual Mobilization Augmentee
IMP	Incident Management Plan
IOF	Interim Operating Facilities
IP	Internet Protocol
ISAC	Information Sharing and Analysis Center
IT	Information Technology
JDOMS	Joint Directorate of Military Support
JFO	Joint Field Office
JS	Joint Staff
JTF	Joint Task Force
JTRB	Joint Telecommunications Resource Board
LFA	Lead Federal Agency
LNO	Liaison Officer
MA	Mission Assignment
MATTS	Mobile Air Transportable Communications System
MERS	Mobile Emergency Response Support
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MSLO	Military Support Liaison Officer
MTSO	Mobile Telephone Switching Office
NCC	National Coordinating Center
NCRCG	National Cyber Response Coordination Group
NCS	National Communications System
NCSD	National Cyber Security Division

ANNEX B GLOSSARY AND ACRONYMS, DHS/FEMA 2006 Hurricane CONOPS

NDA	Non-Disclosure Agreement
NDAC	Network Design and Analysis Capability
NICC	National Infrastructure Coordination Center
NIFC	National Interagency Fire Center
NIICD	National Interagency Incident Communications Division
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NIRSC	National Incident Radio Support Cache
NOAA	National Oceanic and Atmospheric Administration
NOC	National Operations Center
NRCC	National Response Coordination Center
NRP	National Response Plan
NS/EP	National Security and Emergency Preparedness
NTIA	National Telecommunications and Information Administration
OA	Operational Analysis
OMNCS	Office of the Manager, NCS
OPERIOD	Operations Period
OPLAN	Operations Plan
OSD	Office of the Secretary of Defense
OSTP	Office of Science and Technology Policy
PDD	Presidential Decision Directive
PFO	Principal Federal Official
POA	Point of Arrival
POP	Points-of-Presence
PSA	Protective Security Advisor
PSAP	Public Safety Access Points
PSMA	Prescribed Mission Assignment
PSN	Public Switched Network
RCC	Regional Communications Coordinator
RD	Regional Director
REPLO	Regional Emergency Preparedness Liaison Officer
RFF	Request For Forces
RRCC	Regional Response Coordination Center
RST	Regional Support Team
SA	Situational Awareness
SECDEF	Secretary of Defense
SHARES	Shared Resources High Frequency Radio Program
SIPRNET	Secret Internet Protocol Router Network
SITREP	Situation Report
SLOSH	Sea, Lake and Overland Surges from Hurricanes
SOP	Standard Operating Procedures
SSA	Sector Specific Agency
STA	Special Temporary Authority
STU-III	Secure Telephone Unit III
TDY	Temporary Duty
T&E	Training and Exercises branch (NCS)

ANNEX B **GLOSSARY AND ACRONYMS**, DHS/FEMA 2006 Hurricane CONOPS

TS/SCI	Top Secret/Sensitive Compartmented Information
TSP	Telecommunications Service Priority
TTAD	Temporary Tour of Active Duty
USFS	United States Forest Service
USNORTHCOM	United States Northern Command
VTC	Video Teleconference
WSP	Wireless Service Priorities



FEMA

April 26, 2006

MEMORANDUM FOR:

All FEMA Employees

FROM:



Acting Director

Federal Emergency Management Agency

SUBJECT:

Designation of Lead Federal Officials for the 2006 Hurricane Season

We continue to make progress in our team effort to be fully prepared for the 2006 hurricane season. As such, I am pleased to share with you today the five teams that Secretary Chertoff has predesignated to coordinate the federal government's response and recovery efforts in support of our state and local partners.

This unprecedented move demonstrates the importance and value of being able to draw on experienced leaders from both FEMA and Homeland Security to ensure we are putting forth as a department our full capabilities during the hurricane season. In total, 27 federal officials have been appointed, with 23 of them coming from FEMA and five serving in the U.S. Coast Guard.

Primary responsibility for disaster response has always been at the local level, and designating these teams now will give state and local officials a chance to plan, train, and exercise with their federal counterparts before a disaster strikes. The five teams are:

Gulf Coast Region (AL, MS, LA):

- PFO: Gil H. Jamieson, FEMA Deputy Director for Gulf Coast Recovery
- DPFO: Captain Thomas F. Atkin, Special Assistant to the Coast Guard Chief of Staff
- FCO: Nick Russo, FEMA Federal Coordinating Officer

Florida:

- PFO: Rear Admiral Joseph L. Nimmich, Assistant Commandant for Policy and Planning, U.S. Coast Guard
- DPFO: Mary Lynne Miller, FEMA Region IV Deputy Director
- FCO: Justo Hernandez, FEMA Federal Coordinating Officer

Northeast Region (NY, NJ, PR, VI):

- PFO: Rear Admiral David P. Pekoske, First District Commander, U.S. Coast Guard
- DPFO: Joseph Picciano, FEMA Region II Deputy Director
- FCO: Phil Parr, FEMA Federal Coordinating Officer

April 26, 2006

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Mid-Atlantic Region (GA, SC, NC, VA, DC, MD, DE, RI):

- PFO: Rear Admiral John P. Carrier, Assistant Commandant for Acquisition, U.S. Coast Guard
- DPFO: Richard Hainje, FEMA Region VII Director
- FCO: Tom Davies, FEMA Federal Coordinating Officer

Texas:

- PFO: Rear Admiral Timothy S. Sullivan, Senior Military Advisor to the Secretary of Homeland Security, U.S. Coast Guard
- DPFO: Bill Peterson, FEMA Region VI Director
- FCO: Sandy Coachman, FEMA Federal Coordinating Officer

In addition, the following FEMA FCOs have also been pre-designated to support the lead FCO in their region, in the event that a storm impacts more than a single state:

- **Alabama** - Ron Sherman
- **Delaware** - Lou Botta
- **District of Columbia** - Tom Davies
- **Georgia** - Mike Karl
- **Louisiana** - Lee Champagne
- **Maryland** - Bill Lokey
- **Mississippi** - Jesse Munoz
- **New Jersey and the U.S. Virgin Islands** - Peter Martinasco
- **New York and Puerto Rico** - Marianne Jackson
- **North Carolina** - Mike Bolch
- **Pennsylvania** - Carlos Mitchell
- **South Carolina** - Libby Turner
- **Virginia** - Tom Costello

PFOs and DPFOs serve as the Secretary's representative on the ground and primary point of contact for state and local officials within their area of authority. FCOs manage and coordinate federal resource activities related to the Stafford Act.

These federal government representatives will support state and local governments whom are traditionally responsible for the evacuation, response and security elements of any disaster. Pre-designating our leaders on the ground will greatly improve our ability to respond quickly and delineate roles more effectively. In the coming weeks and months, these teams will be communicating and preparing together to ensure that once a disaster strikes, they are ready and capable of making a smooth transition into disaster lead roles in support of state and local response efforts along with recovery efforts.

Thank you for your continued effort and all that you do to make FEMA a stronger agency to serve the American people.

1 **DHS/FEMA 2006 Hurricane Season**
2 **CONCEPT OF OPERATIONS (CONOPS)**
3

4 **ANNEX C DIRECTION AND CONTROL**
5

6 **1. SENIOR OFFICIAL DESIGNATIONS:**
7

8 Senior officials for the 2006 Hurricane Season have been designated. Refer to Appendix
9 1, FEMA Acting Director memo dated 26 April 2006, SUBJECT: Designation of Lead
10 Federal Officials for the 2006 Hurricane Season.
11

12 **2. DIRECTION AND CONTROL ARRANGEMENTS:**
13

- 14 a. The National Incident Management System (NIMS) will provide the framework
15 for all direction and control arrangements.
16
- 17 b. The National Response Coordination Center (NRCC), a component of the
18 National Operations Center (NOC), provides strategic coordination throughout
19 the initial response and recovery periods.
20
- 21 c. Strategic resource availability, allocation, and deployment issues and conflicts
22 will be resolved by the NRCC in coordination with Incident Advisory Council
23 (IAC) and/or the Principal Federal Official (PFO) if one is assigned by SecDHS.
24
- 25 d. Prior to the establishment of a JFO, the FEMA Regional Director, or Directors,
26 will coordinate response efforts, establish Federal priorities and implement local
27 Federal program support through the Regional Response Coordination Center
28 (RRCC) and the interagency Regional Support Team (RST).
29
- 30 e. Once the JFO has been established and determined to be mission capable, the
31 JFO Coordination Group will utilize the scalable organizational structure of the
32 NIMS in the context of both pre-incident and post-incident management
33 activities. The JFO organization will to the magnitude and complexity of the
34 situation at hand, and incorporates the NIMS principles regarding span of control
35 and organizational structure by utilizing the Operations, Planning, Logistics, and
36 Finance/Administration Sections. Although the JFO uses an ICS structure, the
37 JFO does not manage on-scene operations, instead, the JFO focuses on providing
38 support to on-scene efforts and conducting broader support operations that may
39 extend beyond the incident site.
40
- 41 f. Command and control of Department of Defense (DoD) organizations will remain
42 within military channels (pursuant to Title 10, U.S.C.). They will provide direct
43 support to the response efforts and participate in the NIMS/ICS organizational
44 structure. DoD will designate the appropriate Geographical Combatant
45 Commander (GCC), based upon the location of the incident area, as the supported
46 Combatant Commander.

- 1) The Military Support Liaison Officer (MSLO) assigned to FEMA HQ will provide coordination and liaison support at the national-level with the Assistant Secretary of Defense for Homeland Defense (ASD-HD), Joint Staff J3, Joint Directorate of Military Support (JDOMS) and the appropriate GCC. This will include coordination with the National Guard Bureau (NGB) for situational awareness of State National Guard activities.
 - 2) At the FEMA Regional level, the Regional Director will coordinate with the assigned NORTHCOM/ARNORTH Defense Coordinating Officer (DCO) and the Military Service Component Regional Emergency Preparedness Liaison Officer (REPLO).
- g. The NRCC and the RRCC will support Federal field operations by coordinating the delivery of unique national-level capabilities requested by the JFO as part of the comprehensive response and recovery operations.
 - h. Depending on the scope and impact of the event, the NRCC will conduct initial activation and mission assignment operations and support the RRCC from FEMA HQ. The NRCC subsequently transitions its support to the JFO when it is established and operational.
 - i. The coordinated delivery of Federal assistance will be through the Principal Federal Officer (PFO) at the JFO. Field response and recovery operations will be executed by combined Federal, State, local, and tribal teams organized and operated by the JFO within the constructs of NIMS with assistance from the private sector.

Appendix 1 FEMA Memo 26 Apr 06
Appendix 2 Goals, Objectives and Tasks
Appendix 3 Information Collection Plan

**DHS/FEMA 2006 Hurricane Season
CONCEPT OF OPERATIONS (CONOPS)**

APPENDIX 2 GOALS, ANNEX C DIRECTION and CONTROL

NATIONAL GOALS, OBJECTIVES AND TASKS:

1. SAVE LIVES

- Conduct Emergency Search and Rescue
- Perform Emergency Law Enforcement, Public Safety and Security
- Protect Critical Infrastructure, Key Resources
- Conduct Hazardous Materials Stabilization
- Initiate, execute, & complete Preliminary Damage & Rapid Needs Assessments
 - Residents
 - Local Economy
 - State Government
 - Local Government
 - Public Utilities
 - Private Sector
 - Non-Governmental Organizations
- Deploy and employ National Urban Search and Rescue Task Forces
- Deploy and employ the National Disaster Medical System
- Deploy and employ the Strategic National Stockpile if necessary
- Coordinate comprehensive search and rescue with the US Coast Guard in compliance with the National Search and Rescue Plan
- Establish, staff, and operate Mass Care and Emergency Shelters
- Facilitate Evacuation and Evacuee Management
- Facilitate Patient Evacuation
- Critical Debris Assessment and Removal
- Manage the requirements of Special Needs Populations

2. SUSTAIN LIFE

- Provide Critical Resources (Water, Ice, Food, Tarps and Plastic Sheeting, Emergency Power)
- Tailor and deploy FEMA Immediate Rapid Response (IRR) Resource
- Tailor and deploy FEMA Pre-Positioned Disaster Supplies (PPDS)
- Mass Care and Shelter Management
- Deploy USDA/USFS Incident Management Teams
 - Base Camps
 - Food Services
 - Operational and Logistic Staging Areas
 - Point of Distribution System Support
- Establish In-Theater Logistics Infrastructure
- Activate FEMA Logistics Centers (East, Central, and West)
- Activate the FEMA Disaster Information Systems Clearing Hours (DISC)

APPENDIX 2 **GOALS** to ANNEX C DIRECTION, DHS/FEMA Hurricane CONOPS

1 Establish FEMA Mobilization Centers and deploy Mobilization Center Management Teams
2 Establish Operational and Logistic Staging Areas
3 Assist in establishing State and local Distribution Points
4

5 **3. MINIMIZE PROPERTY DAMAGE**

6

7 Debris Assessment
8 Debris Removal and Disposal
9 Maintain critical power and communications
10

11 **4. STABILIZATION & RESTORATION OF MINIMAL FUNCTIONALITY OF CRITICAL** 12 **INFRASTRUCTURES**

13

14 US Army Corps of Engineers (USACE) Planning Resource Teams (PRTs) for Emergency Power
15 Community Medical Infrastructure Services
16 Potable Water Systems
17 Sewage Treatment Systems
18 Commercial Power
19 Commercial Communications
20

21 **5. ESTABLISH RESPONSE AND RECOVERY INFRASTRUCTURE**

22

23 Establish Initial Operating Facility (IOF)
24 Establish Joint Field Office (JFO)
25 Establish Multi-Agency Coordination Center (MACC) as required
26 Activate ADD System
27 Initiate DRC operations
28 Deploy Community Relations Specialists
29 Activate National Processing Support Center (NPSCs) and Teleregistration
30 Initiate IA, PA, and HMGP programs
31 Survey and identify Long-Term Shelter Needs, Locations, and Emergency Group Sites (EGS)
32 Evaluate need/requirement to implement the Catastrophic Incident Supplement and initiate a
33 Catastrophic Housing Plan
34
35
36

DHS/FEMA 2006 Hurricane Season CONCEPT OF OPERATIONS (CONOPS)

APPENDIX 3 GOALS, ANNEX C DIRECTION and CONTROL

Hurricane Information Collection Plan

This is a draft Information Collection Plan (ICP) for the hazard/event specified above. It is designed to provide a reference document for the Situation Status Branch when dealing with the specified hazard/event. **It is not designed to be used “as is”** and must be field modified for the maximum benefit. The plan is based on the 26 Essential Elements of Information (EEI) and may be expanded or contracted to meet the information needs of the event. However, the 26 EEIs provide a good starting point for information collection through the life cycle of an event. Items may be eliminated on the ICP depending on the phase of the disaster. For example, during the initial phases of an event, the boundaries of the disaster area are of critical importance. Towards the end of the recovery effort, this item is dropped as the boundaries have become stable. However, mitigation and recovery statistics and items take on greater importance in the later stages of an event and therefore will be listed and likely expanded.

An ICP with the **current information needs** must be distributed for every Operational Period (OPeriod). It is preferable to distribute the plan prior to the start of the next OPeriod to allow providing agencies and elements planning and acquisition time.

Information collection times shown in the plan **are not** mandatory and subject to negotiation based on when the information becomes available and can be processed for retrieval and distribution.

Prior to the distribution of the ICP, the “On Arrival Distribute To” column must be completed. This column lists the other users of the information being collected by the Information and Planning Section. As a goal, incoming information should be distributed to other information users within 30-35 minutes of arrival.

To make the ICP user friendly, it can be organized in several ways. For example, it can be arranged in chronological order based on the suspense of the information. It may also be arranged in alphabetical order based on the entity supplying the information.

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Hurricane Forecasts And Related Information	Storm track, surge, imagery, forecast wind buffer, SLOSH Evacuation information, storm track, other CATS & Hurrevac data.	Hurricane Liaison Team/National Hurricane Center Internet Local Weather Forecast Office GIS (MAC) State	ESF-5 in coordination with MT	Text and graphics Update of storm track/other information Text and graphic hurricane data	05:00 11:00 17:00 23:00 (All times EDT)	
River Forecast & Flooding Information	Forecast flooding information	RFCs, HPC, USACE, HLT web pages	ESF-5	Flood forecasts in a non-technical format. Maps of areas in which flooding is anticipated. Maps of potential inundation areas with housing/structure data Maps of inundation areas and projected road closures Maps of inundation areas with critical facilities	As soon as flood forecast is made. Updated / reviewed every 6 hours.	
Weather	What is the weather forecast post landfall, including multiple landfall hurricanes Note: see section above on River Forecast Centers and other sources.	National Weather Service	ESF-5	Weather reports included in status briefings, situation reports and Daily Intelligence Summaries	Ongoing	
Pre-Landfall Information	Demographics of severe wind/storm surge area Pre-landfall remote sensing ("Before" pictures) Boundaries of area evacuated Estimated % of population evacuated pre-landfall Critical facilities in wind/storm surge area	Predictive modeling to include HAZUS Remote sensing Existing recent photo imagery	ESF-5 in coordination with MT	Photographs/ maps Interpretive text reports	24 and 12 hours prior to landfall.	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Boundaries Of Disaster Area	Geographic locations sustaining damage Description of extent of damage sustained Boundaries of areas evacuated Estimated % of population evacuated Estimated % of population unable to return	Predictive modeling Geographic Information System (GIS) HAZUS, CATS, USGS Remote Sensing/Aerial Reconnaissance (NIMA) Assessment Teams Community Relations Reports State Liaison/ERT-A/FCO Reports News Media and other open sources State/territory	Operations	Summary of Impacts Map Situation Report Status Briefing Daily Intelligence Summary.	Modeling data as soon as available. Initial estimate NLT 12 hours following event Updated as new information becomes available	
Boundaries Of Secondary Disaster Areas (Inland Flooding, Tornadoes, Etc)	Same as above	Same as above	Operations	Same as above	Same as above	
Access Points To Disaster Area	Where are the access points located What credentials are needed to pass What are the best routes to use to access the disaster area	State Emergency Management Agency State Police/Highway Patrol State Department of Transportation ESF-1 Reports	ESF-1	Special Briefings Displays GIS Products	Initial information NLT 6 hours following event. Updated every 6 hours until stabilized	
Jurisdictional Boundaries	List of jurisdictions (cities, counties) affected, with maps Tribal Nations Affected	Existing maps GIS Database	ESF-5	GIS maps Jurisdictional Profiles	NLT 8 hours following event.	
Socio-Economic Impacts	Number of homes affected Potential/estimated population affected Are banks functioning and what are estimated restoration times Are grocery stores open and able to meet the needs of the public Are pharmacies open and able to meet the needs of the public Number and type of businesses affected	Predictive modeling to include HAZUS Geographic Information System (GIS) Assessment Teams State Liaison/ERT-A/FCO Reports News Media and other open sources	ESF-5 in coordination with MT	Situation Report Status Briefing Summary of Impacts Maps Daily Intelligence Summary	Initial estimate NLT 12 hours following event	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Socio-Economic Impacts	Number of shelters open/population Potential shelter requirements	VOLAG reports State Emergency Management Agency State Emergency Management Reports ESF-6 Reports	Operations	NEMIS IAM Reporting Situation Briefing Situation Reports Displays GIS Products	Initial estimate NLT 12 hour following event. Updated every OPeriod	
Socio-Political Impacts	What congressional districts have been impacted	Existing Maps Congressional Directories GIS Database BIA Information	Congressional Affairs	Jurisdictional Profiles GIS Products	NLT 24 hours following event	
Socio-Political Impacts	Are there tribal nations impacted	Existing Maps Census Data BIA	Tribal Liaison	Jurisdictional Profile Fact Sheets GIS Products	NLT 24 hours following event	
Hazard-Specific Information	Extent of storm surge Potential for (or extent of) flooding Number/estimate of collapsed structures Potentially requiring Urban Search & Rescue (US&R) Potential for HAZMAT release Potential/actual damage/failures Potential for other hazards Real-time ground truth windfield	U.S. Geological Survey National Weather Service ESF-3 ESF-9	ESF-5 in coordination with MT	GIS product depicting actual or potential storm surge Weather reports in status briefings and/or Daily Intelligence Summary Text interpretive reports	Ongoing	Comment: Move actual HAZMAT to last page
Seismic And Other Geophysical Information	Potential/actual coastal erosion What areas are "bowls" and subject to long term inundation problems Are there any dams at risk Are there any levees at risk What are the storm surge areas	NWW COE USGS	Operations	Situation Briefings Situation Reports GIS Products	Initial estimate 12 hours pre landfall Revised NLT 4 hours after landfall Updated as necessary	
Weather Forecast	What is the long term weather forecast Are there other threats developing What watches and warnings are in effect What will be the operational impact of weather forecasts and conditions What will be the crests of rivers and waterways	NWS	ESF-5	Situation Briefings Situation Reports Daily Intelligence Summary	As watches and warnings are issued Updated per forecast schedule	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Historical Information	Have previous storms of similar magnitude affected the area What were the results What resources were provided by the Federal Government What were the major operational problems What were other critical issues	After-Action Reports Situation Reports Other archived information GIS	Mitigation	Daily Intelligence Summary Verbal briefings Special Reports/Analysis GIS products	NLT 24 hours following landfall	
Demographics	Population of impacted areas. Demographic breakdown of population including income levels. Number/type of housing units in impacted areas. Level of insurance coverage.	Geographic Information Systems (GIS) Predictive modeling to include HAZUS Federal Insurance Administration State	ESF-5 in coordination with MT	Jurisdiction Profiles GIS analysis	NLT 12 hours following landfall	
Predictive Modeling Impact Projections	Who is coordinating predictive modeling What data inputs are being used What programs are being used What are the program biases Where are predictive modeling outputs available	State Local Government MAC NOAA DTRA	ESF-5	GIS Products and outputs showing areas of impacts, concentrations, and damage zones.	NLT 30 Min following updated forecast	
Initial Needs And Damage Assessments	What is the status and reporting of RNA and PDA Teams What damages are being reported by the State and other OFAs What requests for Federal support have been received from the State	RNA PDA Team reports HAZUS Outputs Open sources OFA situation reports State Emergency Management State Liaisons	Operations in coordination with MT	Situation Briefings Situation Reports GIS Products	Initial reports NLT 4 hours after event Updated every 6 hours	
Status Of Communications Systems	Status of telecommunications service (including Internet) and infrastructure, including towers Reliability of cellular service in areas affected Potential requirement for radio/satellite communications capability Status of emergency broadcast (TV, radio, cable) system and ability to disseminate information	State Liaison/ERT-A/FCO ESF#2 News Media/open sources Telephone companies NCS member agencies	ESF-2	Situation Briefings Situation Reports GIS Products	NLT 12 hours following landfall	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Status Of Transportation	Status of all modal systems, air, sea, land, rail Status of major/primary roads Status of critical and non-critical bridges Status of transcontinental/regional natural gas and fuel pipelines Status of evacuation routes Status of public transit systems Accessibility concerns Debris issues	State Liaison/ERT-A/FCO Reports State Department of Transportation ESF-1 Assessment team reports Community Relations U.S. Army Corps of Engineers Remote sensing/aerial reconnaissance Predictive modeling	ESF-1	Situation Briefings Situation Reports GIS Products	Initial report/estimate on airports within 1 to 6 hours following landfall Remainder NLT 12 hours following landfall	
Status Of Emergency Operations Centers	Status of local EOCs Status of State EOC Status of Agency EOCs Location and status of Federal facilities established	State Liaison/ERT-A/FCO ESFs/Other Federal Agencies Regional Offices RST	Operations	Situation Briefings Situation Reports GIS Products Displays	NLT 1 hour following landfall	
Status Of State And Local Operations	What are the State and local priorities What are the major State operations in support of the local jurisdictions What support is being received from other States under Emergency Management Assistance Compacts	State Liaison/ERT-A/FCO Open Sources & Media RST JIC	Operations	Operations Section input for Situation Report Status Briefings	NLT 6 hours following landfall Updated every O-Period	
Status Of Emergency Operations Centers	What is the status of the ROC and COOP Site What is the Status of the EST What is the status of the backup Region What is the status of adjoining Regional ROCs What is the Status of the MOC	Initial Operating Reports	ESF-5	Situation Displays Fact Sheets GIS Status Maps Displays	Initial information NLT 1 hour following event Updated every 6 hours	
Status Of Critical Infrastructure And Facilities	Status of public water supply systems Status of private water supply systems Status of public wastewater systems Status of private septic systems	ESF-8 Reports ESF-3 Reports State & Local Health Department Reports State	Operations	Situation Briefings Situation Reports GIS Products	NLT 24 hours following landfall	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Status Of Energy Systems	Status of electrical power generation and distribution facilities	Reports from ESF-3 & ESF-12 State Reports Media Open Sources	ESF-12	Situation Briefings Situation Reports GIS Products	NLT 24 hours following landfall	
Status Of Critical Infrastructure And Facilities	Status of Acute Medical Care Facilities Status of Chronic Medical Care Facilities Status of Home Health Agencies Status of State and Local Health Departments Status of State/Local EMS Systems Status of VA Medical Systems	Reports from ESF-8 Reports from Community Relations State Reports	ESF-8	Situation Briefings Situation Reports GIS Products	NLT 24 hours following landfall	
Status Of Critical Infrastructure And Facilities	Status of local government facilities and systems Schools Public Buildings Government Services	State Reports PDA and Assessment Team Reports	Operations	Situation Briefings Situation Reports GIS Products	NLT 24 hours following landfall	
Status Of Critical Infrastructure And Facilities	Status of Water Control Systems (Dams, Levee, Drainage Systems, Storm Water Systems)	State Reports ESF-3 Reports ESF-8 Reports	Operations	Situation Briefings Situation Reports GIS Products	NLT 24 hours following landfall	
Resource Shortfalls	What are the actual or potential resource shortfalls of the affected State What are the anticipated requirements for Federal resources What are potential or actual Federal shortfalls What are potential sources for resource shortfalls What resources are available and where are they located Priorities: water, food, power, medical, heat, communications	State Liaison State Coordinating Officer RST EST Logistics Reports Assessment Team reports Community Relations field reports ESF reports	Logistics	Territorial Resource Center Inventories Time-Phased Deployment Lists Status Briefing Agency/ESF Reports Daily Intelligence Summary	Within 12 hours following landfall and updated every 12 hours	
Status of Declarations	What and where have local emergency declarations been issued Has the state issued an emergency declaration	State Emergency Management State Liaison	Operations	Situation Briefing Situation Report NEMIS Reporting	As soon as information becomes available. Updated every 12 hours as long as necessary	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Status of Declarations	Is there a Presidential Declaration What is the type of declaration Which jurisdictions are included Which types of assistance are authorized Are there special cost-share provisions regarding Direct Federal Assistance	Notice of Disaster Declaration	Operations	Disaster Fact Sheet Situation Briefing Situation Report	Within 1 hour following official announcement	
Status Of ESF Activations	Which ESFS are activated in the RST ERT EST	Mission Assignment Logs Operations Section	Operations	Disaster Fact Sheet Situation Briefing Situation Report	Within 3 hours of activation	
Major Issues Activities/Mission Assignments Of ESFs / OFAs	What operations and assessments are agencies conducting under their own authorities What mission assignments have been issued What is status of Mission Assignments	Mission Assignment logs ESF/Agency situation reports Functional plans ROC/EST/ERT-A	Operations	Disaster Fact Sheet Situation Briefing Situation Report Action Plan	NLT 24 hours following landfall	
Status Of Key Personnel	Who and where is: ERT-A Team Leader FCO SCO ROC Director FEMA liaison to State Section Chiefs Key Support Staff	Regional Operations Center Initial Operating Reports State Liaison/ERT-A/FCO	Administration	Initial Operating Report Disaster Fact Sheet	Upon Activation of the FRP Within 4 hours following Disaster Declaration	
Status Of Personnel	Have there been any injuries to FEMA personnel Have any FEMA personnel been killed How many FEMA personnel have been impacted by the event What are the staffing needs for response operations	Administration reports State Emergency Management Agency ROC FOC	Administration	Special reports to FOC and Senior Management	As soon as available	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Status Of Remote Sensing Operations	What Remote Sensing Mission have ESF's undertaken under their own authority What remote sensing missions have the State and Local governments undertaken under their own authority What remote sensing missions have been already tasked by RST, ERT & EST What are the available assets to provide remote sensing data What format and when will information be available Who is providing interpretation of incoming data How will data be shared	Operations Section and ESF Reports State Liaison and State Reports CAP Reports Mission Assignment Logs	ESF-5	Remote Sensing imagery derived products Text interpretive reports	On-going	
Priorities For Response	What are the Federal operational priorities	ROC Director Federal Coordinating Officer	ESF-5	Action Plan Situation Report Status Briefing	As established Every O-Period	
Recovery Program Statistics	What are the statistics for the IA, PA and HM programs What trends do they show	NEMIS Reports	Operations	Situation Briefing Situation Reports	Every OPeriod	
Donations/ Voluntary Agency Activities	Has a Donations Hotline been established or is there a need for the Hotline Which Voluntary Agencies are actively involved in operations	VOLAG Reports Voluntary Agencies Agency/ESF reports	Operations	Situation Report Status Briefing	NLT 12 hours following landfall	
Upcoming Activities	What is the schedule of daily meetings and briefings What other significant events of activities are planned or scheduled	Federal Coordinating Officer ERT-A Team Leader ROC Director EST Director State Coordinating Officer Planning Support Branch Chief	ESF-5	Daily Meeting Schedule	On-going (Publish every O-Period)	
Status of Efforts Under Other Federal Emergency Plans and Authorities	What ESFs are operating under their own authorities Where are they operating from	ESF-Situation Reports Operations Reports	Operations	Situation Briefings Situation Reports Special Briefings	Initial within 12 hours of event. Updated every OPeriod	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Priorities For Mitigation	<p>What previously completed and pre-approved mitigation projects are in the declared disaster area? How did they perform?</p> <p>Has the disaster changed the cost/benefit of the pre-approved, uncompleted projects?</p> <p>Has erosion from storm surge and flooding invalidated previous FIRMs? Are ABFEs required?</p> <p>Determine perishable data to be collected with Rapid Response HMTAPs (High Water Marks, Wind/Water Lines, PDA)</p> <p>Are State and local HM Plans current? Review and report pertinent information from plans to operations.</p> <p>Determine Mitigation staffing</p> <p>Determine state officials and duties in response (SHMO and state NFIP coordinator)</p>	<p>NEMIS IA/PA data compared to disaster boundaries and remote sensing</p> <p>LIDAR DEM in coastal areas</p> <p>RRCC</p> <p>PDA and/or inspection teams</p> <p>Host Region initiated/ monitored HMTAPs</p> <p>State staff may be “dual hated” and unable to perform mitigation in response</p>	Mitigation in coordination with ESF-5	<p>Model derived boundaries</p> <p>Geo-coded NEMIS data</p> <p>Report critical issues to FCO</p>	<p>Initial report on COBR and non-NFIP - 45 hours prior to landfall</p> <p>Remote sensing DEM and structure comparisons - 48 hours after hurricane landfall</p> <p>Collection starts as soon as life safety allows.</p>	
Priorities for Mitigation	Rapid collection of high water marks (perishable)		Mitigation	Field Reports Recommendations	Within 72 hours of event	
Priority of NFIP Impacts/Grants	<p>Are Coastal Barrier Resource system units in the affected area</p> <p>Are National flood Insurance Program (NFIP) non-participating communities in the affected area</p> <p>Where are repair costs likely to be substantial (exceed 50% of structure value)</p>	<p>NFIP communities List</p> <p>Community Information System and model projections</p> <p>Existing Flood Insurance Rate Maps (FIRMs)</p> <p>PDA and/or inspection teams</p>	Mitigation	<p>Model derived boundaries</p> <p>Geo-coded NEMIS data</p>	24 Hours after landfall	

Essential Element of Information	Specific Information Required	Proposed Methodology / Sources	Responsible Elements	Deliverable	Collection Suspense	On Arrival Distribute To
Safety Hazards	Is there a need for personnel protection equipment What are the safety hazards in conducting operations	Community Relations Field Reports Assessment Team reports State Liaison/ERT-A/FCO Predictive Modeling	Safety	Safety Briefings Safety Messages	Initial Briefing NLT 12 hours following landfall	
Hazardous, Toxic And Radiological Issues	Are there reported or suspected hazardous material/toxic release incidents What follow up actions are planned or underway Are there actual or potential radiological incidents What follow up actions are planned or underway	Coordinating Agency under the NRP Nuclear/Radiological Incident Annex. State Liaison/ERT-A/FCO ESF-10 Nuclear Regulatory Commission (NRC) Remote Sensing Predictive modeling GIS Databases	ESF-10 Nuc/Rad Annex Coordinating Agency	Status Briefings Situation Reports GIS products	Initial report NLT 12 hours following landfall	

DHS/FEMA 2006 Hurricane Season CONCEPT OF OPERATIONS (CONOPS)

ANNEX D COMMUNICATIONS AND WARNING

1.0 Introduction

1.1 Purpose

The purpose of this Communications Standard Operating Procedure (SOP) document is to provide federal communications coordinators an all-hazards framework for coordinating communications during national special security events (NSSEs) and emergency response that is applicable to all incidents nationwide. This SOP defines roles and responsibilities and procedures for coordinating communications at the field operations level, with and without Emergency Support Function (ESF) #2 (Communications) activation. Also, this SOP describes the procedures for communications coordination at the regional level in the initial stages of an incident. These procedures help to ensure that the JFO Coordination Group has sufficient communications resources to conduct their assigned mission and effectively interface with state and local personnel and other Federal agencies. This communications SOP is built on the guiding principles of the National Response Plan (NRP) and National Incident Management System (NIMS) relating to multi-agency coordination systems, resources, communications, and common terminology.

1.2 Scope and Applicability

This Communications SOP is applicable to all government entities that provide JFO Coordination Group communications support and provides guidance to private sector organizations that support and participate in the response effort. It establishes a framework for the coordinated delivery of communications during response to NSSEs and the full range of natural and manmade hazards, including threats or acts of terrorism, major disasters, and other emergencies. The SOPs published by NCS in their role of ESF #2 (Communications), will complement this SOP.

2.0 Communications Unit

Under NIMS, the Communications Unit is responsible for the effective management of communications within the designated area of operations. The JFO Communications Unit—

- Serves as the focal point for communications coordination during an incident

- Is responsible to the JFO Coordination Group for effective communications planning and execution

- Conducts effective communications planning for the Incident Command System (ICS)

Develops and executes a communications plan to make the most effective use of the communications resources assigned to the incident

Operates the Incident Communications Center (ICC)

Resides within the Service Branch, Logistics Section

Staffing for the Communications Unit will be provided by DHS/FEMA and DHS Components. To effectively coordinate and execute tasks, the Communications Unit may be segmented into four teams: Communications Operations, Communications Planning, Communications Logistics, and Communications Administration/Finance. Each of these teams may be further broken down into functions that support communications coordination and delivery. The Communications Unit organization structure is depicted in Figure 1.

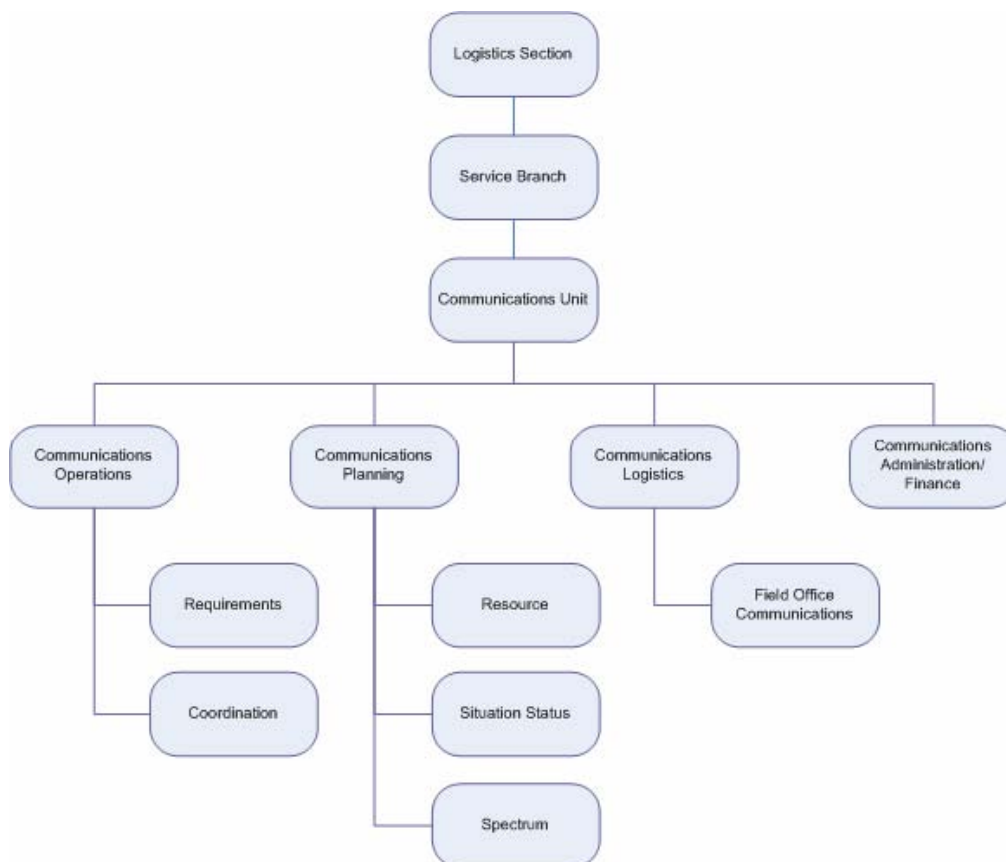


Figure 1
Communications Unit Organization Structure

Based on ICS principles, the Communications Unit organization is flexible and modular and can be adapted based on the size and complexity of the incident and the specific hazards created by the incident. As the complexity of the incident or the span of control increases, the organization will expand. ESF #2 (Communications) may perform some or all of these functions.

It is important to note that while the Communications Unit uses ICS terms to name its internal organization, it is not intended to function as an independent ICS structure that operates apart from the overall JFO organization. The Communications Unit's input to these activities will be processed through the appropriate organizational structure within the Logistics Section of the JFO.

2.1 Communications Operations

Communications Operations is responsible for the communications requirements and coordination processes. The Requirements function involves receiving, validating, prioritizing, and tracking field requests for communications services using the DHS/FEMA CONOPS Matrix Tool. To accomplish sourcing, Communications Operations uses the DHS/FEMA Telecommunications Information Management and Asset Control System (TIMACS), described at Tab 3. Resources from other federal agencies and external organizations are coordinated through ESF #2 (Communications). The Coordination function involves maintaining awareness of available resources and capabilities and those being deployed by DHS Components.

2.2 Communications Planning

Communications Planning is responsible for the communications resources management process. To fulfill this responsibility, Communications Planning has three functions: Situation Status, Resources, and Spectrum. The Situation Status function involves the collection of information and preparation of situation reports (SITREP) and spot reports (SPOTREP). The Resources function involves tracking available communications resources and identifying resource shortages. The Spectrum function involves frequency management, processing requests for frequency assignments, and frequency de-confliction in coordination with the ESF #2 (Communications) Frequency Manager.

2.3 Communications Logistics

Communications Logistics conducts information technology (IT) assessments at potential JFO facilities, including any Interim Operating Facility (IOF). Communications Logistics establishes and maintains the communications infrastructure for the JFO facilities including the JFOnet. These functions are accomplished by a Field Office Communications Team.

2.4 Communications Administration/Finance

Communications Administration/Finance is responsible for coordinating communications financial management and procurement activities with the Administration/Finance Section of the JFO. Specific responsibilities include monitoring and tracking current and anticipated communications procurement requirements and actions, as well as expenditures.

3.0 Roles and Responsibilities

3.1 Communications Unit Organization

3.1.1 Communications Unit Leadership

3.1.1.1 Communications Unit Leader (COML)

The COML is the senior communications official within the JFO's area of operations and the senior advisor on communications to the JFO Coordination Group. The COML reports to the Service Branch Director or Logistics Section Chief and is responsible for identifying communications needs for all incident facilities (e.g., JFO, Disaster Recovery Centers [DRC], staging areas, camps), developing plans for the effective use of incident communications resources; installing and testing communications equipment; establishing and operating the ICC; acquiring communications equipment, supplies, or services; distributing of communications equipment to incident personnel; and maintaining and repairing communications equipment. The COML coordinates with the Federal Emergency Communications Coordinator (FECC) of ESF #2 (Communications), when activated, for communications resources provided by ESF #2 supporting agencies and the private sector.

Reports to: JFO Service Branch Director, Logistics Section

Works with:

ESF #2 (Communications) FECC
JFO Operations Section Chief
JFO Planning Section Chief
JFO Logistics Section Chief
JFO Administration/Finance Section Chief
State and Tribal Communications Officers
ESF #1-15 Communications Unit Leaders

3.1.1.2 Administrative Assistant

Staff assigned to the Communications Unit leadership function provides the Communications Unit with administrative support (e.g., logistics, travel).

Reports to: COML and JFO Administration/Finance Section

Works with:

3.1.1.3 Subordinate Team Leaders

Based on the size and complexity of the incident, the COML may appoint Team Leaders for each of the Communications Unit functions (i.e., Communications Operations, Communications Planning, Communications Logistics, Communications

Administration/Finance) to stay within the NIMS span of control guidelines. The appointment of Team Leaders may involve additional personnel or an expansion of existing responsibilities.

3.1.2 Communications Operations Team

3.1.2.1 Requirements Specialist

The Requirements Specialist assigned to the Communications Operations Team receives, validates, prioritizes, and tracks field communications requirements. For sourcing requirements, this specialist uses DHS/FEMA TIMACS or coordinates with ESF #2 (Communications), when activated, for mission assignments.

Reports to: COML

Works with:

ESF #2 (Communications) Resources Coordinator
JFO Operations Section
JFO Administration/Finance Section
ESF #1 (Transportation), 6 (Mass Care Housing and Human Services), 8 (Public Health and Medical Services), and 9 (Urban Search and Rescue)

3.1.2.2 DHS Component Representatives

DHS Component representatives assigned to the Communications Operations Team are responsible for coordinating resources within their component to meet requirements as requested by the COML.

Reports to: COML

Works with: DHS Components

3.1.2.3 DHS/FEMA Mobile Emergency Response Support (MERS) Coordinator

The DHS/FEMA MERS Coordinator assigned to the Communications Operations Team manages and directs DHS/FEMA MERS resources to support the incident communications requirements as directed by the COML.

Reports to: COML

Works with:

ESF #2 (Communications) Resources Coordinator
JFO Operations Section

DHS/FEMA Mobile Operations Section

3.1.2.4 PFO Communications Coordinator

The PFO Communications Coordinator assigned to the Communications Operations Team coordinates with the PFO Cell to ensure the communications needs of the PFO are met.

Reports to: COML

Works with:

PFO Cell
DHS Homeland Security Operations Center (HSOC) Technology Operations Chief

3.1.2.5 DRC Communications Coordinator

The DRC Communications Coordinator assigned to the Communications Operations Team is tasked with coordinating and tracking communications requirements for all DRC facilities.

Reports to: COML

Works with:

JFO Support Branch Director, Logistics Section
JFO Operations Section
DRC COML

3.1.2.6 Liaison to the Operations Section

The Liaison to the JFO Operations Section assigned to Communications Operations Team acquires operational requirements for potential and actual Communications Unit tasking.

Reports to: COML and JFO Operations Section

Works with:

3.1.3 Communications Planning Team

3.1.3.1 Resource Tracking Specialist

The Resource Tracking Specialist assigned to the Communications Planning Team tracks communications resources within the JFO area of operations, identifies and forecasts potential resource shortfalls, and liaisons with the JFO Planning Section Resources Unit.

Reports to: COML

Works with:

ESF #2 (Communications) Resources Coordinator
ESF #2 (Communications) Donations Manager
JFO Planning Section

3.1.3.2 Situation Status Tracker

The Situation Status Tracker assigned to the Communications Planning Team is responsible for developing and disseminating communications situational awareness information. This includes the preparation of Situation Reports (SITREPS), the communications portion of the Incident Action Plan (IAP), briefings, and other documentation as requested.

Reports to: COML

Works with:

ESF #1 (Transportation), 2 (Communications), 6 (Mass Care Housing and Human Services), 8 (Public Health and Medical Services), and 9 (Urban Search and Rescue)
JFO Planning Section

3.1.3.3 Spectrum Manager

The Spectrum Manager assigned to the Communications Planning Team coordinates spectrum-use matters in support of operability and interoperability during an incident. The Spectrum Manager assigns radio frequencies for use by federal, state, local, tribal, and private sector emergency responders and other critical communications service providers. As a technical expert, the Spectrum Manager helps to identify sources of frequency interference and resolve interference problems.

Reports to: COML

Works with:

ESF #2 (Communications) Frequency Manager
DHS Wireless Management Office (WMO) Frequency Manager
DHS/FEMA Information Technology Services Directorate, Enterprise Operations, Disaster Operations Section
State and Tribal Communications Officers
ESF #1-15 Communications Personnel

3.1.4 Communications Logistics Team

3.1.4.1 Field Office Communications Team Leader

The Field Office Communications Team Leader assigned to the Communications Logistics Team conducts IT assessments at potential JFO facilities, including any IOF(s). The Field Office Communications Team Leader manages the establishment and maintenance of the communications infrastructure for JFO facilities including the JFOnet. Based on the scale and complexity of the response effort, the Field Office Communications Team Leader may serve as the COML.

Reports to: COML

Works with:

JFO Support Branch Director, Logistics Section
DHS/FEMA Disaster Information Systems Clearinghouse (DISC)

3.1.4.2 Network Manager

The Network Manager (NETM) is assigned to the Communications Logistics Team field office communications function. The NETM provides network communications and IT services for all incident facilities (e.g., JFOs, DRCs, staging areas, camps).

Reports to: Field Office Communications Team Leader

Works with:

DHS/FEMA Information Technology Services Directorate, Enterprise Operations,
Disaster Operations Section
Local Telephone Company

3.1.4.3 Telecommunications Manager

The Telecommunications Manager (TELM) is assigned to the Communications Logistics Team field office communications function. The TELM provides telecommunications services for the facility. TELM responsibilities include the establishment of a supply of cellular telephones and coordinating frequency management services with the Mount Weather Emergency Assistance Center (MWEAC).

During a Type I incident, the TELM coordinates frequency management activities with the Communications Planning Team Spectrum Manager.

Reports to: Field Office Communications Team Leader

Works with: DHS/FEMA Information Technology Services Directorate, Enterprise Operations, Disaster Operations Section and Local Telephone Company

3.1.4.4 Internal Communications Manager

The Internal Communications Manager (ICMG) is assigned to the Communications Logistics Team field office communications function. The ICMG manages the help desk, phone directory, switchboard/message center, receptionist desk, and mailroom. The ICMG also provides copying and printing services.

Reports to: Field Office Communications Team Leader

Works with: DHS/FEMA Information Technology Services Directorate, Enterprise Operations, Disaster Operations Section and JFO Administration/Finance Section

3.1.4.5 Help Desk Operator

The Help Desk Operator (HELP) is assigned to the Communications Logistics Team field office communications function. The HELP receives and refers customer requests for IT assistance to the appropriate Logistics Section element in addition to logging and tracking dispositions of resulting actions. The HELP serves as the “one-stop” contact for anyone in the JFO that needs IT assistance. In some instances, the Help Desk can be collocated with the receptionist, message center, and/or switchboard.

Reports to: ICMG

Works with:

JFO Personnel

3.1.4.6 Message Center/Switchboard Operator/Receptionist

The Message Center/Switchboard Operator/Receptionist (MCRC) is assigned to the Communications Logistics Team field office communications function. The MCRC operates the switchboard to receive and transfer messages among and between JFO personnel.

Reports to: ICMG

Works with: JFO Personnel

3.1.4.7 Mail Room Specialist

The Mail Room Specialist (MRSP) is assigned to the Communications Logistics Team field office communications function. The MRSP manages the receiving, handling, and distribution of incoming mail and provides printing and copying services.

Reports to: ICMG

Works with:

JFO Personnel
United States Postal Service
Commercial delivery services and couriers

3.1.5 Communications Administration/Finance Team

3.1.5.1 Administration/Finance Liaison

The Administration/Finance Liaison assigned to Communications Administration/Finance Team liaises with the JFO Administration/ Finance Section on communications procurement, cost, and administrative matters.

Reports to: COML

Works with:

JFO Administration/Finance Section

3.2 Relationships

3.2.1 To DHS Components

The Communications Operations coordination function establishes direct interaction with DHS Components involved in incident response. While DHS Components control their organic resources, the nature of this interaction includes integrating all DHS communications resources to meet operational requirements. Communications Unit requests for DHS Component resources will follow the DHS/FEMA mission assignment process.

3.2.2 To the State and Tribal Communications Coordinators

The COML, State Communications Officer (SCO), and tribal representatives will conduct informal coordination to ensure state and tribal communications requirements are met and federal communications activities (e.g., frequency coordination/deconfliction) do not conflict with state and tribal activities.

3.2.3 To ESF #2 (Communications)

The Communications Unit is supported by ESF #2 (Communications) when activated. The Communications Unit and ESF #2 (Communications) combine to form the communications coordination function within the JFO area of operations. The COML is responsible for all communications activities within the JFO facility and area of operations. The ESF #2 (Communications) FECC is responsible for coordination with

ESF #2 supporting agencies, state, local, and tribal governments, and private industry. When activated, ESF #2 (Communications) will provide resources to staff Communications Unit functions as requested by the COML.

3.2.4 To Federal Departments and Agencies

Federal departments and agencies deploying communications resources shall notify the ICC Resource Tracking Desk. This notification shall include communications resources deployed, points of contact, work locations, and frequency plans. This notification and information exchange will promote coordination of activities and minimize duplication of efforts and conflicts.

4.0 Concept of Operations

4.1 General

This concept of operations (CONOPS) meets three key requirements: the establishment of a single focal point for communications management; the co-location of communications coordination activities; and the integration of DHS Component, other federal agency, and private sector communications resources. The Communications Unit is the central authority in an area of operations to coordinate federal communications requirements and communications situation reporting. It is comprised of subject matter experts and technical staff from several different agencies working in concert to assure that communications are coordinated in the area of operations. To the maximum extent possible, Communications Unit team members and ESF #2 (Communications) should be co-located in the ICC to enable rapid response to communications requirements, coordinate acquisition and procurement, enhance efficiency, minimize spectrum conflicts, and prevent duplication of efforts. The integrated communications coordination increases accountability for and optimizes the use of available resources to meet communications requirements.

4.2 Initiation and Activation

The process for activating the JFO Communications Unit is described in the JFO Standard Operating Procedure (SOP). Prior to the activation of the JFO there are two interim phases: Pre-Incident and Incident. Pre-Incident activities are performed by the RRCC Communications Unit and managed by the RRCC COML. Incident activities are performed by the IOF Communications Unit and managed by the IOF COML. Once the JFO is established, the RRCC and IOF Communications Units will transfer control to the JFO Communications Unit to manage the Post-Incident and Deactivation activities. After transfer of control, the RRCC and IOF Communications Units may deactivate.

4.3 Activities by Phase

4.3.1 Phase I — Pre-Incident

Appoint a COML at the RRCC

Activate Communications Unit and ICC at RRCC

Identify and activate RRCC Communications

Notify DHS frequency coordinator of pending incident

Conduct pre-deployment communications conference call with RRCC Communications Unit team members

Attend FCO kickoff meeting at the RRCC

Assess the need to activate ESF #2 and make recommendation to Regional Director

Activate ESF #2 staff to support the RRCC if needed

Conduct a coordination meeting between COML and FECC (when activated)

Collect, validate, and document communications requirements in anticipation of JFO activation and send copy to the National Response Coordination Center (NRCC) Logistics

Appoint an IOF/ERT COML if needed

Activate IOF/ERT communications staff and ICC IOF/ERT

Coordinate with RRCC Logistics Section for transportation of fly-away kits

Identify IOF/ERT communications requirements

Confirm and implement IOF/ERT communications plan

Validate RRCC frequency plan and develop and publish a frequency plan for the area of operations

Deploy RRCC Communications Unit Liaison to the Operations Section

Establish coordination between the RRCC Communications Unit and the PFO Cell

Coordinate ECAPs and NACS rights with the RRCC Administration/Finance Section

Coordinate with RRCC FEMA MERS Coordinator for MERS support (Recurring)

Coordinate and establish conference bridge(s) or VTC(s) for incident command staff (Recurring)

Attend and participate in RRCC meetings and conference calls (Recurring)

Assess communications situation (Recurring within Operational Period)

Analyze Essential Elements of Information (Recurring within Operational Period)

Conduct pre-deployment planning (Recurring within Operational Period)

Report status of communications (Recurring within Operational Period)

Gather requirements from other ESFs (Recurring within Operational Period)

Coordinate with DHS Components (Recurring within Operational Period)

Coordinate with other federal agencies and industry (Recurring within Operational Period)

Develop and publish the Communications Input to the Incident Action Plan (IAP)

Pre-deploy resources to designated areas

Brief RRCC Communications Unit (Recurring within Operational Period)

Distribute Communications Annex to the IAP

Conduct communications checks with other incident command communications entities (Recurring within Operational Period)

Conduct IT assessment of potential JFO locations

Review availability and proximity of, and test contingency communications assets in the area of operation (Recurring within Operational Period)

Verify and publish internal cellular and satellite telephone directories for the Communications Unit (Recurring within Operational Period)

Build and maintain a contact directory (Recurring within Operational Period)

Conduct check-in and check-out procedures for communications assets (Recurring)

Maintain inventory of communication resources (Recurring)

Publish communications SITREPs

Publish resource status list (Recurring within Operational Period)

Prepare TIMACS scripts/requests (Recurring)

Identify communications shortfalls (Recurring)

Review SITREPs from state (Recurring within Operational Period)

4.3.2 Phase II — Incident Period

Establish IOF/ERT communications infrastructure

Deploy IOF/ERT Communications Unit team members

Implement previously coordinated frequency plan

Attend FCO meeting at the IOF/ERT (Recurring)

Activate IOF/ERT ESF #2 staff

Conduct a coordination meeting between IOF/ERT FECC and IOF/ERT

Coordinate communications requirements between the IOF/ERT and the RRCC Planning Section

Designate a COML at the JFO(s)

Activate JFO(s) Communications Unit and ICC

Coordinate with Logistics Section for transportation of communications assets

Identify JFO Area of Operations communications requirements

Coordinate with the IOF/ERT Administration/Finance Section

Coordinate with FEMA MERS Coordinator for MERS support (Recurring)

Attend and participate in meetings and conference calls (Recurring)

Assess communications situation (Recurring within Operational Period)

Analyze Essential Elements of Information (Recurring within Operational Period)

Conduct pre-deployment planning (Recurring within Operational Period)

Report status of communications (Recurring within Operational Period)

Gather requirements from other ESFs (Recurring within Operational Period)

Coordinate with DHS Components (Recurring within Operational Period)

Coordinate with other federal agencies and industry (Recurring within Operational Period)

Develop and publish the Communications Input to the Incident Action Plan (IAP) (Recurring within Operational Period)

Deploy resources to designated areas

Brief Communications Unit (Recurring)

Conduct communications checks with other incident command communications entities (Recurring)

Conduct IT assessment of potential facility locations (e.g., DRC) (Recurring)

Maintain and update cellular and satellite telephone directories for the Communications Unit (Recurring)

Maintain a contact directory (Recurring within Operational Period)

Conduct check-in and check-out procedures for communications resources (Recurring)

Maintain inventory of communication resources (Recurring)

Publish communications SITREPS (Recurring within Operational Period)

Publish resource status list (Recurring within Operational Period)

Prepare TIMACS scripts/requests (Recurring)

Identify communications shortfalls (Recurring)

Review SITREPS from state (Recurring within Operational Period)

4.3.3 Phase III — Post-Incident

Coordinate with DHS Components (Recurring within Operational Period)

Coordinate with other federal agencies and industry (Recurring within Operational Period)

Develop and publish the Communications Input to the Incident Action Plan (IAP) (Recurring within Operational Period)

Deploy resources to designated areas

Brief Communications Unit (Recurring)

Designate a COML — DRC

Conduct IT assessment of potential facility locations (e.g., DRC) (Recurring)

Maintain and update cellular and satellite telephone directories for the Communications Unit (Recurring)

Conduct check-in and check-out procedures for communications resources (Recurring)

Maintain inventory of communication resources (Recurring)

Publish communications SITREPS (Recurring within Operational Period)

Publish resource status list (Recurring within Operational Period)

Prepare TIMACS scripts/requests (Recurring)

Identify communications shortfalls (Recurring)

Review SITREPS from state (Recurring within Operational Period)

4.3.4 Phase IV — Deactivation

Conduct close-out conference call

Conduct check-in and check-out procedures for communications resources (Recurring)

Maintain inventory of communication resources (Recurring)

Prepare disconnect TIMACS scripts/requests

Publish closeout communications SITREPS (Recurring within Operational Period)

JFO SOP – Situation Update Reports

Coordinate with the JFO Administration/Finance Section

Coordinate with FEMA MERS Coordinator for release of MERS resources

Coordinate with Logistics Section for transportation of communications assets

Submit Remedial Action Management Process (RAMP) comments

Communications Unit Staffing Patterns

This following table provides recommended JFO Communications Unit staffing levels according to JFO scales: Type I (catastrophic/large), Type II (medium), and Type III (small). Recognizing that the Communications Unit is modular (with various functions activated to differing scales, or not at all), differing levels of support will be required for Communications Unit operations depending on the incident. Communications Unit positions may be filled by DHS agencies or components, as determined by the COML.

JFO Communications Unit Staffing				
Function	Position	Type I*	Type II	Type III
Communications Unit Leadership	Communications Unit Leader	1	1	**
	Administrative Assistant	1	1	
Communications Operations Team	Team Leader	1	1	
	Liaison to the Operations Section	1		
	DHS/FEMA MERS Coordinator	1	1	1
	Requirements Specialist	2	1	
	PFO Communications Coordinator	1		
	DHS Component Representative(s)	5		
	DRC Communications Coordinator	1	1	
Communications Planning Team	Team Leader	1	1	
	Resource Tracking Specialist	2	1	
	Situation Status Tracker	2		
	Spectrum Manager	1		
Communications Logistics Team	Team Leader	1	1	
	Field Office Communications Team Leader	1	1	1**
	Network Manager	1	1	1
	Telecommunications Manager	1	1	1
	Internal Communications Manager	1	1	1
	Help Desk Operator	1	1	1
	Message Center/Switchboard Operator/Receptionist	1	1	1
	Mail Room Specialist	1	1	1
Communications Administration/Finance Team	Team Leader	1	1	
	Administration/Finance Liaison	1		

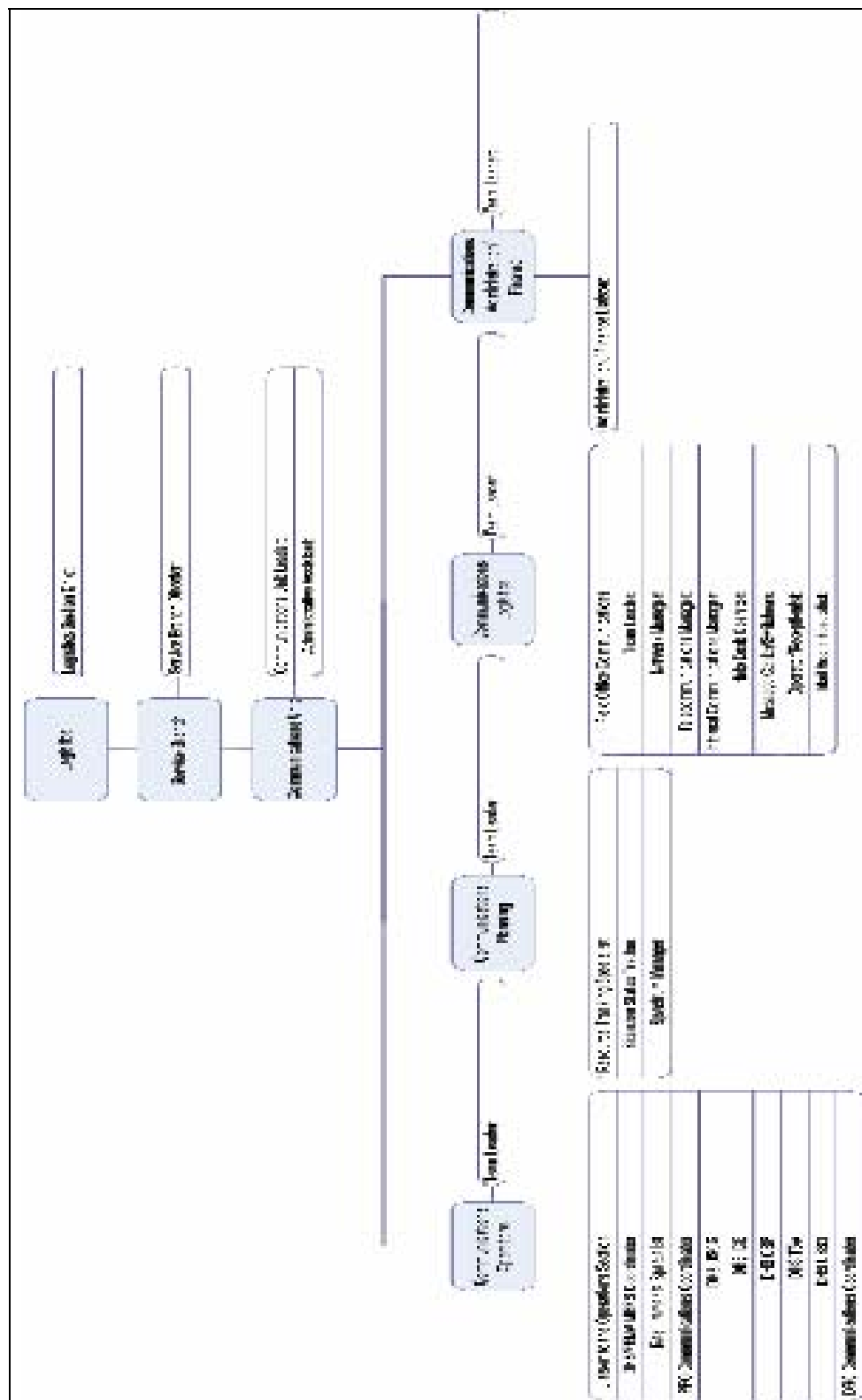
* Reflects a single shift. The COML will designate the positions to staff for additional shifts.

**The Field Office Communications Team Leader functions as the COML as described in Section

3.1.1.1.

Communications Unit Organization Chart

ORGANIZATION CHART	1. Incident Name	2. Date/Time Prepared	3. Operational Period Date/Time	I C
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ICS-207 FEMA	Date/Time6. Prepared by	Date/Time7. Reviewed by
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JFO Communications Unit Staffing List	
Communications Unit Leadership	
Position	Name
Communications Unit Leader	
Administrative Assistant	
Communications Operations	
Position	Name
Team Leader	
Liaison to the Operations Section	
DHS/FEMA MERS Coordinator	
Requirements Specialist	
PFO Communications Coordinator	
DHS Component Representatives:	
• CBP	
• TSA	
• ICE	
• USCG	
• USSS	
DRC Communications Coordinator	
Communications Planning	
Position	Name
Team Leader	
Resource Tracking Specialist	
Situation Status Tracker	
Spectrum Manager	
Communications Logistics	
Position	Name
Team Leader	
Field Office Communications Team Leader	
Network Manager	
Telecommunications Manager	
Internal Communications Manager	
Help Desk Operator	
Message Center/Switchboard Operator/Receptionist	
Mail Room Specialist	
Communications Administration/Finance	
Position	Name
Team Leader	
Administration/Finance Liaison	
Other	
Position	Name

Interagency Integrated
SOP

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Communications Requirements Process Using TIMACS

TIMACS is a DHS/FEMA application that automates tracking, ordering, accounting, billing, and reporting. The Communications Unit and ESF #2 (Communications) will use TIMACS to support the management and provision of communications services. TIMACS provides the capability to source communications requirements internally using existing resources prior to purchasing new equipment. Illustrated in Figure 1 is the communications requirements process. ESF #2 (Communications) will continue to receive requirements using established procedures.

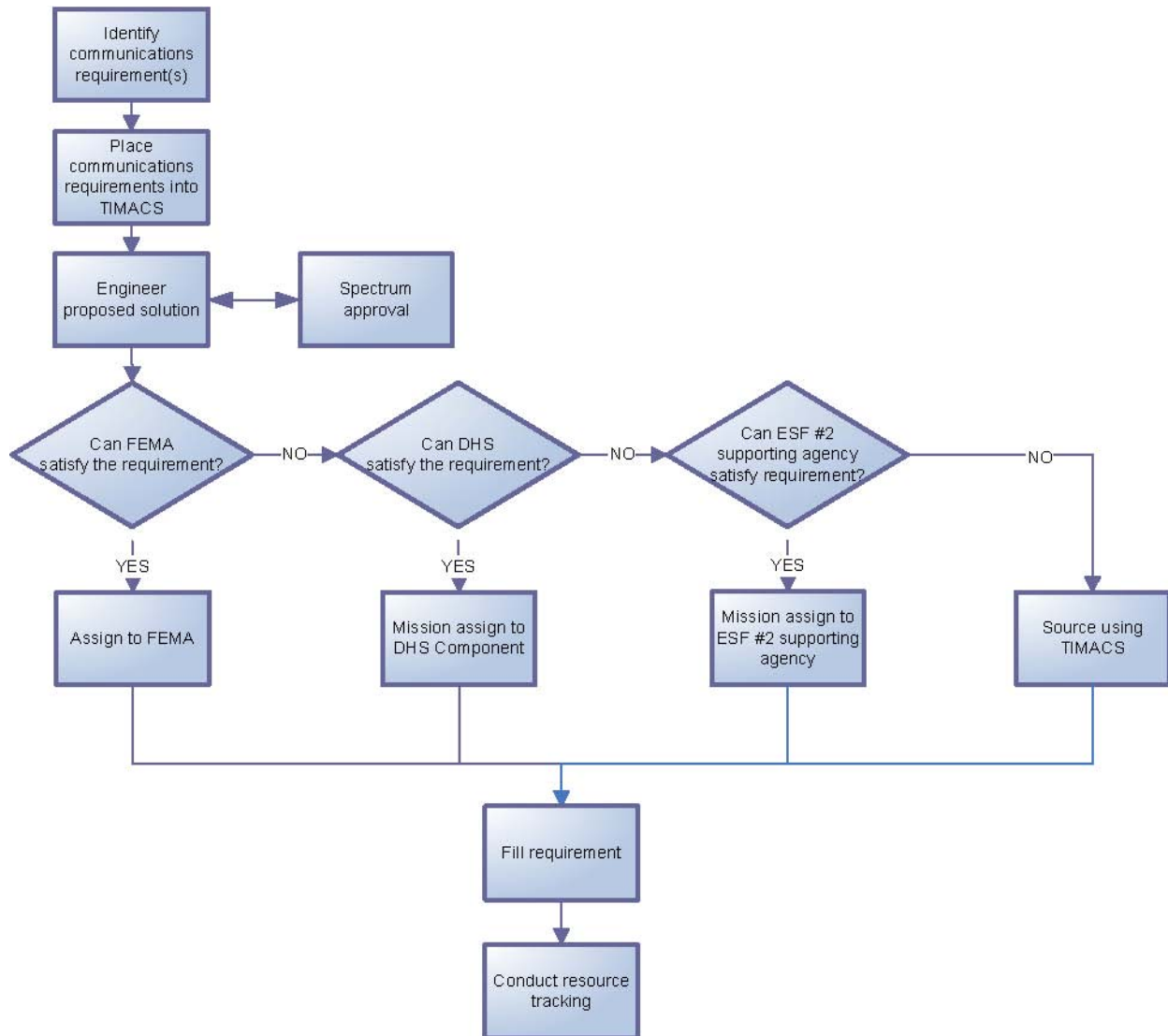


Figure 1
Requirements Process Using TIMACS

Spectrum Management

1.0 Planning Assumptions

This tab follows these planning assumptions and considerations:

In situations of NS/EP, all normal frequency management functions will continue to operate as usual.

In the case of a national emergency and the activation of ESF #2 (Communications), the FCC and NTIA will continue to perform their normal frequency management functions at their home sites to include processing of all frequency assignment requests relative to the declared emergency.

Prior to their deployment or operation, all non-DoD departments and agencies will coordinate with on site spectrum managers concerning frequency requirements for systems to be used by deploying personnel. In all cases coordination should be no later than upon arrival and prior to use in the emergency area. This applies to all spectrum-dependent systems being deployed into the emergency area of operations and to any existing systems operating in the emergency area that require new frequency authorizations.

2.0 Preparation

Prior to the Alert, Activation, and Deployment Phases the DHS Wireless Management Office will designate the JFO Communications Unit Spectrum Manager when tasked by COML.

3.0 Spectrum Manager Responsibilities

The Spectrum Manager will have the following responsibilities:

Receive the situational awareness briefing developed by the DHS WMO.

Develop a preliminary incident frequency plan to meet the JFO Communications Unit's initial needs.

Establish contact with ESF#2 (Communications) spectrum managers and exchange information as appropriate.

Verify the availability of deployable and backup spectrum managers and conduct a briefing.

4.0 Interoperability

4.1 What information should responders provide to ESF#2 (Communications) Spectrum Managers?

Frequencies intended to be used in the emergency response
Interoperability frequencies pre-programmed in responders' radios

Mutual Aid frequencies pre-programmed in responders' radios
The ability (or lack thereof) to reprogram radios in the field

4.2 What frequencies should be programmed into every emergency responder's radio?

There are groups of interoperability frequencies, mutual aid frequencies, agency-authorized emergency frequencies, and common use frequencies. Which frequencies you pre-program will depend on which band or bands matches the capabilities of your radio.

4.3 Interoperability Channels

There are 4 sets of 10 channels each for federal interoperability: VHF Incident Response, UHF Incident Response, VHF Law Enforcement, and UHF Law Enforcement. All four sets should be pre-programmed regardless of whether the responder is primarily associated with Incident Response or Law Enforcement. See the channel listing section below and the NTIA Manual section 4.3.16. Some of these channels are repeater pairs, some are simplex channels corresponding to the repeater output frequency (a "talk-around" channel), and some are simplex frequencies that are not repeater talk-around channels. Your radio must be capable of "narrowband" operation to use these channels.

Federal Interoperability Channels

Full details can be found on pages 4-202 and 4-203 of the NTIA Manual
<http://www.ntia.doc.gov/osmhome/redbook/4c.pdf> (Rev. 9/2005)

Initial contact will be established using analog FM emission (11KF3E). When a single frequency is shown it is for both transmit and receive. When two frequencies are shown, the first is the user's receive frequency and the second is the user's transmit frequency "input".

Type: "B"= Base, "M"=Mobile, "R"=Repeater

"Incident Response (IR)" Channels

Frequency	Input	Type	Tone	* Channel	NTIA Label	Description
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169.5375	164.7125	R	CSQ	NC 1	1FCAL40	VHF IR Calling
170.0125	165.2500	R				as req.
IR 1	1FTAC41	VHF	IR	Tactical	170.4125	165.9625
					R	as req.
IR 2	1FTAC42	VHF	IR	Tactical	170.6875	166.5750
					R	as req.
IR 3	1FTAC43	VHF	IR	Tactical	173.0375	167.3250
					R	as req.
IR 4	1FTAC44	VHF	IR	Tactical	169.5375	BM
					as req.	
IR 5	1FCAL40D	VHF	IR	Calling	170.0125	BM
					as req.	
IR 6	1FTAC41D	VHF	IR	Tactical	170.4125	BM
					as req.	
IR 7	1FTAC42D	VHF	IR	Tactical	170.6875	BM
					as req.	
IR 8	1FTAC43D	VHF	IR	Tactical	173.0375	BM
					as req.	
IR 9	1FTAC44D	VHF	IR	Tactical		

"Incident Response (IR)" Channels

Frequency	Input	Type	Tone	* Channel	NTIA Label	Description
-----------	-------	------	------	-----------	------------	-------------

410.2375 419.2375 R CSQ NC 2 4FCAL52 UHF IR Calling 410.4375 419.4375 R as req. IR 10 4FTAC53 UHF IR Tactical 410.6375 419.6375 R as req. IR 11 4FTAC54 UHF IR Tactical 410.8375 419.8375 R as req. IR 12 4FTAC55 UHF IR Tactical 413.1875 BM as req. IR 13 4FTAC56 UHF IR Tactical 413.2125 BM as req. IR 14 4FTAC57 UHF IR Tactical 410.2375 BM as req. IR 15 4FCAL52D UHF IR Calling 410.4375 BM as req. IR 16 4FTAC53D UHF IR Tactical 410.6375 BM as req. IR 17 4FTAC54D UHF IR Tactical 410.8375 BM as req. IR 18 4FTAC55D UHF IR Tactical

* For IR channels, NO CTCSS tone will be used on the calling channels. “CSQ”= Carrier Squelch, i.e. no CTCSS tone. All FEMA stations will have CTCSS Tone “2B” (118.8 Hz) preloaded in their radios as a user-selectable option. Normal operation will be in the Carrier Squelch (CSQ) mode unless CTCSS Tones are needed.

Law Enforcement (LE)” Channels CTCSS Channel Label

Frequency Input Type Tone+ NTIA Standard Description

167.0875 BM 167.9 LE A 1FCAL35D VHF LE Calling 167.0875 162.0875 R 167.9 LE 1 1FCAL35 VHF LE Calling 167.2500 162.2625 R 167.9 LE 2 1FLAW36 VHF LE Tactical 167.7500 162.8375 R 167.9 LE 3 1FLAW37 VHF LE Tactical 168.1125 163.2875 R 167.9 LE 4 1FLAW38 VHF LE Tactical 168.4625 163.4250 R 167.9 LE 5 1FLAW39 VHF LE Tactical 167.2500 BM 167.9 LE 6 1FLAW36D VHF LE Tactical 167.7500 BM 167.9 LE 7 1FLAW37D VHF LE Tactical 168.1125 BM 167.9 LE 8 1FLAW38D VHF LE Tactical 168.4625 BM 167.9 LE 9 1FLAW39D VHF LE

Tactical

414.0375 BM 167.9 LE B 4FCAL45D UHF LE Calling 409.9875 418.9875 R 167.9 LE 10 4FLAW46 UHF LE Tactical 410.1875 419.1875 R 167.9 LE 11 4FLAW47 UHF LE Tactical 410.6125 419.6125 R 167.9 LE 12 4FLAW48 UHF LE Tactical 414.0625 BM 167.9 LE 13 4FLAW49 UHF LE Tactical 414.3125 BM 167.9 LE 14 4FLAW50 UHF LE Tactical 414.3375 BM 167.9 LE 15 4FLAW51 UHF LE Tactical 410.1875 BM 167.9 LE 17 4FLAW47D UHF LE Tactical 409.9875 BM 167.9 LE 16 4FLAW46D UHF LE Tactical 410.6125 BM 167.9 LE 18 4FLAW48D UHF LE Tactical

+ Use CTCSS tone for analog emissions; use Network Access Code (NAC) \$68F for digital emissions.

The FCC also has sets of interoperability frequencies: there are sets for VHF, UHF, and 800 MHz bands. They are not categorized in the same manner as the Incident Response and Law Enforcement plan. The non-Federal channels are depicted in Table 1.

Table 1

(Non Federal) Public Safety Interoperability Channels Below 512 MHz

CHANNEL (MHz)	LABEL	NOTES
151.1375 base/mobile	VTAC 1	not available in PR/VI
154.4525 base/mobile	VTAC 2	not available in PR/VI
155.7525 base/mobile	VCALL	
158.7375 base/mobile	VTAC 3	
159.4725 base/mobile	VTAC 4	
157.250 mobile 161.850 base/mobile	RTAC 1 RTAC 1a	VPC Ch. 25 (25 kHz pair) Available in all 33 EAs
157.225 mobile 161.825 base/mobile	RTAC 2 RTAC 2a	VPC Ch. 84 (25 kHz pair) Available in 22 EAs
157.275 mobile 161.875 base/mobile	RTAC 3 RTAC 3a	VPC Ch. 85 (25 kHz pair) Available in 11 EAs
453.2125 base/mobile 458.2125 mobile	UCALLa UCALL	
453.4625 base/mobile 458.4625 mobile	UTAC 1a UTAC 1	
453.7125 base/mobile 458.7125 mobile	UTAC 2a UTAC 2	
453.8625 base/mobile 458.8625 mobile	UTAC 3a UTAC 3	

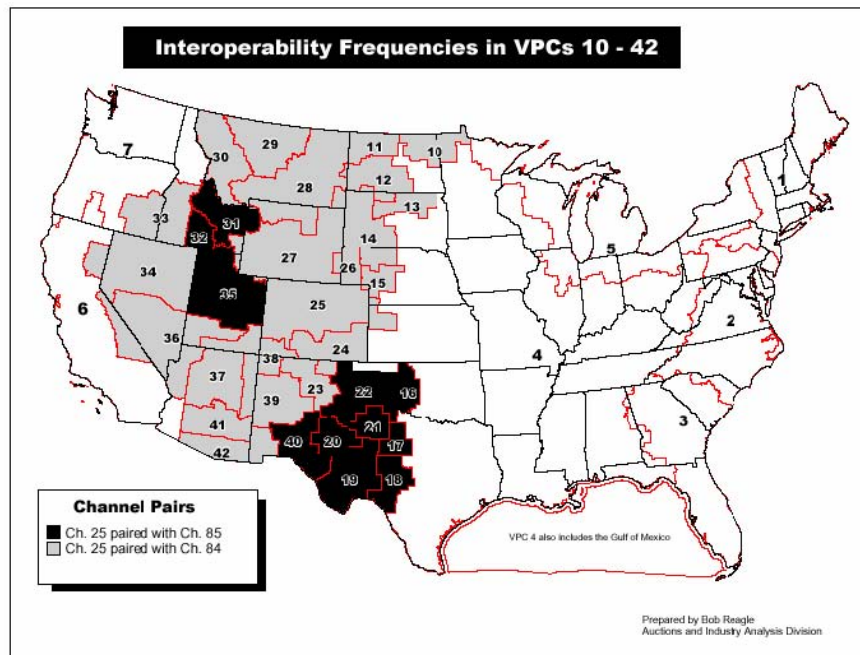


Figure 1
Areas Where RTAC Channels May Be Used

Table 2 (Non Federal) Public Safety Spectrum – VHF Low Band (Designator 3-) 30-50 MHz

Designator	Base (MHZ)	Mobile MHZ)	Notes
3LAW1	39.46	39.46	Police
3LAW3	45.86	45.86	Police
3FIR2	39.48	39.48	Fire Proposed
3FIR4	45.88	45.88	Fire

Table 3

(Non Federal) Public Safety Spectrum – VHF High Band (Designator 1-) 138-174 MHz

Designator				Base (MHz)	Mobile (MHz)	Notes
VTAC 1		1TAC5		151.1375	151.1375	Any Public Safety
		1EMS6		152.0075	152.0075	Special Emergency
FMAR265		1FIR7			154.2650	Fire
		1FIR8		154.2725	154.2725	Fire
FMAR280		1FIR9		154.2800	154.2800	Fire
		1FIR10		154.2875	154.2875	Fire
FMAR295		1FIR11			154.2950	Fire
		1FIR12		154.3025	154.3025	Fire
VTAC 2		1TAC13		154.4525	154.4525	Any Public Safety Eligible
HEAR		1EMS14		155.3400	155.3400	Special Emergency
		1EMS15		155.3475	155.3475	Special Emergency
NLEEC, PMAR		1LAW16		155.4750	155.4750	Police
		1LAW17		155.4825	155.4825	Police
VCALL		1CAL18		155.7525	155.7525	Any Public Safety
RTAC1		1TAC19D			157.2500	Public Safety Use ¹
RTAC3		1TAC20D			157.2750	Public Safety Use ¹
RTAC2		1TAC21D			157.2250	Public Safety Use ¹
VTAC 3		1TAC22		158.7375	158.7375	Public Safety Use ¹
VTAC 4		1TAC23		159.4725	159.4725	Public Safety Use ¹
RTAC1a		1TAC24		161.8500	161.850	Public Safety Use ¹
RTAC2a		1TAC25		161.8250	161.8250	Public Safety Use ¹
RTAC3a		1TAC26		161.8750	161.8750	Public Safety Use ¹

¹ Allocated for Public Safety Use in 33 inland VPCAs/Eas

Table 4
(Non Federal) Public Safety Spectrum – UHF High Band (Designator 4-) 453-460 MHz

Designator				Base (MHz)	Mobile MHz)	Notes
UCALLa		4CAL27D			453.2125 *	Any Public Safety
UCALL1a		4TAC28D			453.4625 *	Any Public Safety
UCALL2a		4TAC29D			453.7125 *	Any Public Safety
UCALL3a		4TAC30D			453.8625 *	Any Public Safety
UCALL		4CAL31		453.2125 *	458.2125 *	Any Public Safety
UCALL1		4TAC32		453.4625 *	458.4625 *	Any Public Safety
UCALL2		4TAC33		453.7125 *	458.7125 *	Any Public Safety
UCALL3		4TAC34		453.8625 *	458.8625 *	Any Public Safety

Table 5
NPSPAC Band Federal-State-Local Public Safety Spectrum
(Designator 8-) 821-824/866-868 MHz

Designator				Base (MHz)	Mobile MHz)	Notes
		8CAL90		866.0125	821.0125	National Calling Channel
		8CAL90D			866.0125	National Calling Channel
		8TAC91		866.5125	821.5125	Tactical Channel
		8TAC91D			866.5125	Tactical Channel
		8TAC92		867.0125	822.0125	Tactical Channel
		8TAC92D			867.0125	Tactical Channel
		8TAC93		867.5125	822.5125	Tactical Channel
		8TAC93D			867.5125	Tactical Channel
		8TAC94		868.0125	823.0125	Tactical Channel
		8TAC94D			868.0125	Tactical Channel

Table 6
(Non Federal) Mutual Aid Channels (all are wideband analog FM)

MHZ	Notes
154.265	Fire Mutual Aid
154.280	Fire Mutual Aid
154.295	Fire Mutual Aid
155.160	Search and Rescue (not officially designated as a mutual aid channel, but very common among SAR groups – shared with other licensees from the former Special Emergency Radio Service)
155.340	EMS-Hospital
155.475	Police – National Law Enforcement Emergency Frequency

**Table 7
(Non Federal) UHF MED Channels**

Use	Function	Base & Mobile (MHZ)	Mobile Only (MHZ)
MED-1	Medical Voice & Telemetry	463.0000	468.0000
MED-12	Medical Voice & Telemetry	463.0125	468.0125
MED-2	Medical Voice & Telemetry	463.0250	468.0250
MED-22	Medical Voice & Telemetry	463.0375	468.0375
MED-3	Medical Voice & Telemetry	463.0500	468.0500
MED-32	Medical Voice & Telemetry	463.0625	468.0625
MED-4	Medical Voice & Telemetry	463.0750	468.0750
MED-42	Medical Voice & Telemetry	463.0875	468.0875
MED-5	Medical Voice & Telemetry	463.1000	468.1000
MED-52	Medical Voice & Telemetry	463.1125	468.1125
MED-6	Medical Voice & Telemetry	463.1250	468.1250
MED-62	Medical Voice & Telemetry	463.1375	468.1375
MED-7	Medical Voice & Telemetry	463.1500	468.1500
MED-72	Medical Voice & Telemetry	463.1625	468.1625
MED-8	Medical Voice & Telemetry	463.1750	468.1750
MED-82	Medical Voice & Telemetry	463.1875	468.1875
MED-9	Dispatch & Mutual Assistance	462.9500	467.9500
MED-92	Dispatch & Mutual Assistance	462.9625	467.9625
MED-10	Dispatch & Mutual Assistance	462.9750	467.9750
MED-102	Dispatch & Mutual Assistance	462.9875	467.9875

Channels MED-1 through MED-10 are wideband analog FM Channels MED-12 through MED-102 are narrowband analog FM

Table 8 National Aircraft VHF-AM Frequencies

National VHF-AM Frequencies				
Frequency MHZ	Air-to-Air	Air-to-Ground	Fixed Wing	Rotor Wing
122.925 ₁	YES	YES	YES	YES
122.975	YES	NO	NO	YES
122.850	YES	YES	NO	YES
123.025 ₂	YES	YES	NO	YES
123.050	NO	YES	NO	YES
123.075	YES	YES	NO	YES

Multicom – small airport without a fixed base operator, natural resources activities including firefighting ² May be used by any helicopter to coordinate their activities

Table 9
Federal Common Radio Frequency

Federal Common Frequency			
Frequency MHZ	Digital Network Access Code (NAC)	Analog Continuous Tone Coded Squelch System (CTCSS)	CTCSS Frequency
166.4625	001	1Z	100.0

- 1) Components shall have equal authority to use FEDERAL Common for interoperability with other DHS, Federal, state and/or local public safety entities anywhere in the United States and Possessions except within a 50-mile radius of the District of Columbia.
- 2) Use of this frequency within a 50-mile radius of the District of Columbia must be coordinated in advance with the WMO.
- 3) FEDERAL Common is primarily authorized for mobile and portable operations, including low power surveillance operations.
- 4) Components must submit written justification and receive written approval from the WMO prior to utilizing FEDERAL Common in fixed base or repeater configurations.
- 5) Federal Common may be utilized in either digital or analog mode, but may only be authorized for use by systems that are narrowband. When frequency is used for interoperability, the appropriate NAC or CTCSS standard codes should be used when programming subscriber equipment.

Communications Unit Toolkit

1.0 Documents

2.0

- Communications Linkages Matrix
- Equipment Inventory Tracker
- Operations Tracking Tool
- Personnel Check-in Template
- Equipment Check-in Template
- Shift Change Briefing Template
- Departure and Arrival Reports Template
- Action Request Form
- Incident Activity Plan Template
- Communications Unit Operational Briefing
- Regional Supplement Template
- Equipment and Personnel Demobilization Template
- Communications Unit Ready-Kit Inventory
- Pre-Deployment Conference Call Checklist

JFO Communications Assessment Checklist
Communications Unit Daily Activities Schedule
Communications Unit Leader Checklist
Joint Field Office SOP
Regional Response Control Center RRCC
National Response Control Center
National Incident Management System
National Response Plan
ESF #2 (Communications) Operations Plan
NTIA Manual
Title 47, Code of Federal Regulations

3.0 Forms

Communications Unit Phone and Email Directory
DHS Initial Situation Report
Input to DHS Situational Report Update
Communications Linkages Matrix
Equipment Inventory Tracker
Operations Tracking Tool
Personnel Check-in Template
Equipment Check-in Template
Shift Change Briefing Template
Departure and Arrival Reports Template
Action Request Form
Incident Activity Plan Template
Communications Unit Operational Briefing
Regional Supplement Template
Equipment and Personnel Demobilization Template
Communications Unit Ready-Kit Inventory
Pre-Deployment Conference Call Checklist
JFO Communications Assessment Checklist
Communications Unit Daily Activities Schedule
Communications Unit Leader Checklist
Communications Unit Organization Chart Shift Assignment
Incident Radio Communications Plan, ICS-205
Radio Requirement Worksheet, ICS 216
Radio Frequency Assignment Worksheet, ICS 217

4.0 Software

Communications Linkages Matrix
Equipment Inventory Tracker
Operations Tracking Tool
Unclassified Extract of the Government Master File (GMF) and GMF software

Spectrum XXI (Software to use with GMF)
HF Radio Propagation Software

Warning

The Nation will have at least 7 days advance warning of a hurricane with the potential to make landfall in the United States, its territories, or possessions.

The National response will be scalable to severity of the event and the needs of the affected States.

CAVEAT: In the event 7 days' warning is not available, D/As must have a capability to compress the activities for which they are responsible to react with what warning is given.

1 **DHS/FEMA 2006 Hurricane Season**
2 **CONCEPT OF OPERATIONS (CONOPS)**
3

4 **APPENDIX 1 REPORTING, ANNEX D Communications**
5

6 **1. The HOMELAND SECURITY INFORMATION NETWORK (HSIN)** will be employed
7 to support the JFO Incident Action Plan (IAP) and provide:
8

- 9 a. Situational Awareness and Visibility of the Common Operating Picture
10 b. Asset and Resource Availability, Tracking, and Visibility
11 c. Action Tracking
12 d. Time-Phased Force Deployment Databases, Lists, and Time-Sequenced Support
13 Actions
14

15 **2. ADVISORIES, WARNING ORDERS OPERATIONS ORDERS AND ACTION PLANS**
16

- 17 a. The NRCC will develop action support plans synchronized to the requirements,
18 priorities, and battle rhythm of the JFO Coordination Group.
19
20 b. NRCC Advisories, Warning Orders, and Operations Orders:
21
22 1) NRCC Advisories, Warning Orders, and Operations Orders will be drafted,
23 coordinated, and disseminated in accordance with NRCC SOPs.
24
25 2) The format for NRCC Advisories, Warning Orders, and Operations Orders are
26 resident in the NRCC Watch Officer's Manual: Procedures and Checklists and
27 exemplar copies of previously issued documents are resident in the NRCC
28 On-Line Archives.
29
30 3) Unlike NRCC Spot Reports and Incident Reports, NRCC Advisories,
31 Warning Orders, and Operations Orders will be disseminated by the FOC
32 following coordination and approval by Response Division senior
33 management.
34
35 c. RRCC Advisories, Warning Orders, and Operations Orders:
36
37 1) RRCC Advisories, Warning Orders, and Operations Orders will be drafted,
38 coordinated, and disseminated in accordance with the existing Regional
39 procedures and protocols. There is no requirement for them to conform to the
40 format established for NRCC Advisories, Warning Orders, and Operations
41 Orders.
42
43 2) NRCC Advisories, Warning Orders, and Operations Order will take
44 precedence over all Regional Advisories, Warning Orders, and Operations
45 Orders.
46

1 d. FOC Alert, Notification, and Activation Messages and Orders:

- 2
3 1) FOC Alert, Notification, and Activation Messages and Orders, including those
4 developed for and issued through the *Communicator!*, will be drafted,
5 coordinated, and disseminated in accordance with the existing FOC
6 procedures and protocols.
7

8 e. NOC Alert, Notification, and Activation Messages and Orders:

- 9
10 1) NOC Alert, Notification, and Activation Messages and Orders, including
11 those developed for and issued by the DHS *Communicator!* ©, will be drafted,
12 coordinated, and disseminated in accordance with the existing NOC
13 procedures and protocols.
14
15 2) NRCC Advisories, Warning Orders, and Operations Order may take
16 precedence over all NRCC and Regional Advisories, Warning Orders, and
17 Operations Orders.
18

19 **3. SITUATION REPORTING**

- 20
21 a. All reports will be disseminated as widely as possible to the NOC via the HSIN-
22 COP to ensure maximum visibility and situational awareness of the common
23 operating picture and support to the JFO IAP.
24
25 b. Situation reports shall be transmitted via the HSIN, to the NOC IAW JFO SOP.
26
27 c. Classified information will only be transmitted over secure media by cleared
28 personnel.
29
30 d. Using the DHS/NOC-approved format, found on pages 29 and 30 of the April
31 2005, National Response Plan (NRP) National Response Coordination Center
32 (NRCC) Standard Operating Procedure, the RRCC Planning Section will, unless
33 otherwise directed, create and submit an Initial Operating Report (IOR) and initial
34 SITREP following landfall to the NRCC for submission to the NOC.
35
36 e. Using the DHS/HSOC-approved format, found on pages 31, 32, and 33 of the
37 April 2005, National Response Plan (NRP) National Response Coordination
38 Center (NRCC) Standard Operating Procedure, all Planning Sections will, unless
39 otherwise directed, create and submit at least one SITREP per each operational
40 period to the next higher echelon.
41
42 1) JFO to NRCC
43 2) RRCC to NRCC
44 3) NRCC to NOC
45

1
2
3 **DHS/FEMA 2006 Hurricane Season**
4 **CONCEPT OF OPERATIONS (CONOPS)**

5 **APPENDIX 2 HOMELAND SECURITY INFORMATION NETWORK (HSIN), ANNEX**
6 **D COMMUNICATIONS**
7

8 **1. PURPOSE:**
9

10 This annex provides guidance and direction for the implementation and use of the Homeland
11 Security Information Network (HSIN) during the 2006 Hurricane season to provide real-time
12 interactive connectivity between Federal, State, and local emergency management agencies to
13 maintain situational awareness of the common operating picture and visibility on resources and
14 action taken in preparation for, in response to, and during the recovery from a hurricane event.
15

16 **2. SITUATION**
17

18 **Operational Use of the Homeland Security Information Network (HSIN)**
19

20 All Federal departments and agencies signatory to the NRP and supporting Federal response and
21 recovery operations during the 2006 hurricane season will utilize, to the fullest extent possible,
22 the Homeland Security Information Network (HSIN) to maintain situational awareness of the
23 common operating picture and visibility on resources and actions.
24

25 Exceptions to HSIN use must be obtained in writing from the DHS Directorate of Operations
26 Support.
27

28 HSIN is offered by DHS to all Federal (Civilian and Title 10 Department of Defense, national,
29 regional, and field), State (including Title 32 NGB), local, and Tribal public safety agencies and
30 their emergency operating centers for the purposes of augmenting and improving the ability of
31 these agencies and their EOCs to exchange information between first responders and external
32 organizations for shared situational awareness.
33

34 Furthermore, HSIN can be used by local public safety agencies for Type III incidents where the
35 Incident Command System (ICS) structure may only include a field command post and all the
36 needed resources may be readily available at the scene; for Type II incidents, wherein the ICS
37 structure is expanded and requires support of a partially activated EOC; for Type III incidents
38 where effective management of incident response activities requires a full activation of the local
39 EOC and a comprehensive expansion of the ICS structure with all four supporting sections
40 (Planning, Operations, Logistics, and Administration/Finance); and especially for Type I
41 incidents where the ICS structure is typically expanded into various functions or geographical
42 sectors depending on the scope of the incident and State and Federal resources are requested by
43 declaration of the affected State to stabilize such an event.
44

45 **3. GOAL AND OBJECTIVES:**
46

47 The following goals and objectives will be accomplished during the implementation of HSIN:
48

- (1) Establishment of an initial operating capability (IOC) for connecting specifically defined organizations and agencies;
- (2) Implementation of connectivity among defined agencies using the HSIN information sharing and collaboration capabilities that enhance regional incident management capabilities;
- (3) Establishment of SOPs for using HSIN that allows for readiness planning and exercises that are regionally based and multi-jurisdictional;
- (4) Increased regional coordination, decision making, and operational collaboration between multiple state and local agencies and their command centers;
- (5) Creation of shared operational agreements, procedures and protocols for multi-jurisdictional issues associated with risk management, notification, response and mitigation of critical incidents;
- (6) Documentation that communications, collaborative decision-making, and joint action are becoming increasingly more prevalent through use of HSIN; and,
- (7) Formal establishment of business rules for cross-jurisdictional operations. It is expected that the development of business rules, processes, and system integration points (both technical and process focused) will be an ongoing process, and that the HSIN ConOps and associated protocols/SOPs will serve to provide overall guidance on HSIN's use.
- (8) Establish roles and responsibilities, with regard to coordination of information and resources, with the community of users:
 - a. Establish flow charts for requests of resource or information support to reduce conflicts and duplication of effort
 - b. Establish releaseability rules and coordinating/ synthesizing procedures for press releases (collaboration with the public)
 - c. Identify specific sources and procedures for requesting and supplying event specific (HAZMAT, fire, weather, etc.) support information or checklists that need to be accessed from HSIN.
 - d. Establish a division of responsibility for who collects, who has what information sources, and who is responsible for keeping data current and posting updated information in the HSIN EM and FedOps portals.

4. CONCEPT OF OPERATIONS:

Regional Operating Concept

Using HSIN (both the tools and the connectivity it provides), Federal, State, Tribal, and local public safety and emergency response personnel will communicate, collaborate and exchange information for the purposes of:

1. Pre-incident critical infrastructure protection activities
2. Incident Management and Response activities

For pre-incident critical infrastructure protection activities, Federal, State, Tribal, and local organizations and departments and agencies will operate with a unified set of protocols and business rules which will allow personnel from these agencies to communicate situational awareness and risk information, including the receipt of actionable warning, and risk mitigation options using a common language. These agencies will also develop coordinated, synchronized threat level measures using the Homeland Security Information Network (HSIN) to plan and build out broadly-based pre-planned responses to all hazards and changing threat conditions.

For incident management, FEMA and its Regions will leverage the existing emergency management structure in each Region to include State government emergency management agencies (Each State will involve and include their local governments), and the Emergency Support Functions (ESFs).

Public safety personnel within each Region, particularly the Regional Interagency Steering Committee (RISC), Regional Response Coordination Center (RRCC's Regional Support Team or RST), and Emergency Response Team-Advanced (ERT-A), organizations will define how they will use HSIN to provide information necessary for updating HSIN's Common Operational Picture (COP) in addition to collaborating and sharing information, vertically and horizontally, during incident response and recovery operations and remediation and community recovery.

Common Operating Picture (COP)

The cornerstone of information superiority, at all tactical levels of an Incident and/or Unified Command, is a robust, continuous, common operating picture of the in-theater operational environment. The resulting heightened situational awareness vastly improves the effectiveness with which Incident Commanders at all levels can pursue, and accomplish, a mission. The common operating picture can allow tactical decision making at the lowest levels of command consistent with the higher-level commander's operational objectives, and the decentralized tactical execution can enhance the ability of lower-level tactical units to react quickly to changing circumstances. One of the most significant challenges facing incident commanders is the ability to predict the escalation of an incident from a low level to a high level, and the point at which various types of multi-agency and/or multi-jurisdiction coordination would be required. As the response level of an incident increases, additional operational agencies become involved, requiring agency-to-agency communication in addition to person-to-person communication. Interagency communication and coordination, augmented by situational awareness provided by a COP, are critically important in the management of an event.

1 The development of the current generation HSIN Common Operating Picture (COP) was
2 motivated by the desire to improve situation awareness, consistent with the Incident
3 Command System (ICS), within an emergency management/incident command
4 organization within the National Incident Management System (NIMS) and thus facilitate
5 and leads to faster and better synchronized planning and execution decisions.
6

7 The current generation of HSIN, and therefore its COP, is built upon a clear
8 understanding of the planning and operational processes employed within an Incident
9 and/or Unified Command organization to translate available information into timely and
10 focused action. These processes are variously identified in the research literature as
11 information management, sense making, knowledge creation, and decision making.
12 The HSIN COP is situation and user dependent. Situational awareness (and the COP) is not
13 simply disassociated and disaggregated data, it is also coincidentally professional experience,
14 insight, and educated and insightful interpretation that must be shaped by first responder actions
15 at each level of the response community. Actionable situational awareness of what is occurring
16 in theater on the ground must be supported by protocols for managing information exchange
17 between the FEMA Regions, the activated ESFs, and the State, Tribal, and local departments and
18 agencies. These protocols based on HSIN's reporting mechanisms will enhance the operational
19 cycles and decision-making.
20

21 Building upon the COP at the State and local level and the information reporting protocols that
22 extend up from the States, ESFs and FEMA regions, establishes a framework that assures that
23 the HSOC and NRCC will receive the actionable information required for accurate situational
24 awareness in the DHS Operations Directorate's COP and subsequent decision-making at the
25 highest levels of government.
26

27 The organization-specific HSIN CONOPS should describe how the users, representing Federal,
28 State, Tribal, and local departments and agencies, will communicate online, share files,
29 documents, video images, sensor feeds, and geo-spatial data, all of which will significantly
30 enhance the ability of the region to effectively coordinate and manage large-scale, multi-
31 jurisdictional critical incidents. Additionally, through the connectivity provided by HSIN, the
32 process for identifying the resources necessary and available that can be applied to the
33 crisis/incident should be described in the ConOps.
34

35 Once operational, HSIN will facilitate the gathering, assessing, and analyzing of information to
36 maintain authoritative, situational awareness through the use of user-created "Virtual Situation
37 Rooms" on the network, where online conversations may be held in real-time by a number of
38 relevant users.
39

40 **5. DIRECTION AND CONTROL:**

42 **Tha National Operations Center (Homeland Security Operations Center (HSOC)**

44 The Homeland Security Operations Center (HSOC), a component of the DHS Directorate of
45 Operations Support, monitors all situation awareness spaces at the Federal, State and Local
46 levels. Fusion centers, individual communities of interest (COIs), and specialized virtual

1 situation rooms created for use during special events or high threat periods are responsible for
2 contributing to national situation awareness.

3
4 The HSOC is responsible for developing, implementing, and managing a current status of events
5 to include, threat reporting and operational activity nationally in the form of a Common
6 Operational Picture (COP). The COP is constantly updated with assessed and validated threat
7 information, changes in warnings, advisories and alert status, weather hazards, infrastructure
8 issues, cyber threats, operational activity, and other data relevant to situation monitoring,
9 decision making and planning, for homeland security operations.

- 10
11 • **Mission Assignments and Their Status:** HSIN will provide users with an online Action
12 Item/Task tracker with a Gantt Chart, email notifications, task Calendars, groups and
13 individual tasking, roll based security for access to cases and tasks, supervisor oversight,
14 case history (complete audit), and reporting (ad hoc, standard).
- 15
16 • **Personnel/Resource/Asset Tracking:** HSIN will develop an Interface with the National
17 Asset Database (NADB).
- 18
19 • **RFI Management:** HSIN supports the ability of all subscribers to concurrently register
20 Requests for Information (RFIs) to subscribers with a right and need to receive the
21 request. RFI procedures permit the inquiry of one entity to be transmitted to and
22 researched simultaneously by all other entities to promote timely and thoroughly
23 researched responses across many jurisdictions. RFI recipients are encouraged to
24 respond to or provide RFI status within 24-hours of receipt. HSOC's HSIN desk officers
25 maintain a 24x7 capability to provide timely and substantively relevant responses to
26 RFIs. HSOC and all HSIN communities of interest (COIs) who receive an RFI bear
27 responsibility for researching local data stores, consulting with their internal
28 organizational departments and responding to RFIs in a timely manner. When no
29 information is discovered, negative responses should be sent in any event to confirm that
30 the RFI was researched and no information was discovered. The HSOC is responsible
31 for initiating RFI research and consulting within DHS and with all appropriate federal
32 agencies. HSOC consolidates responses and returns relevant information or a negative
33 response to the originator of the RFI. Recipients of RFIs are expected to initiate research
34 and consultation within their respective COI or with other communities, consolidate
35 responses, and return relevant information or negative responses to the RFI originator.
36 Originators of RFIs should research their data holdings and the data and reports in their
37 COI portal prior to issuing an RFI. The transmission of an RFI will normally be limited
38 to a specific COI but in some cases may need to include other COIs that may possess
39 relevant information.
- 40
41 • **Collaboration and Decision-Making:** HSIN provides multiple tools to facilitate
42 collaboration and decision-making including: GIS Mapping, Discussion Boards, Jabber
43 (chat/instant messaging), Virtual White Boards, and Online Meeting and Presentation
44 capabilities.

- Many of the HSIN COI portals contain Geospatial Information System (GIS) layered Mapping, which may be tied into incident reporting. This mapping feature allows users to plot reported incidents geospatially for the purpose of spotting trends. GIS Mapping has also been used for tactical incident management.
- Discussion Boards [For Your Information (FYI)/Request for Information (RFI)] allow users to create new discussions; participate in existing discussions; and filter, delete, and update discussion threads.
- Jabber (chat/instant messaging) allows users to create chat rooms and use instant messaging between an invited group of HSIN users.
- HSIN provides virtual white boards to collaborate in real time with others using graphic and audio information.
- HSIN provides online meeting capability as well as online presentations (PowerPoint, Flash, streaming video, and video capture) which can be saved and archived as web documents for browser viewing.

Organization-specific CONOPS

The organization-specific CONOPS should define which primary users will log on to HSIN through their personal workstations or web browsers. Depending on the user's role (e.g., RRCC Manager, ESF lead person, local emergency manager, etc.), there should be a description of how he or she will use the different tools and portals of HSIN to perform functions critical to his or her assignments in addition to specific reporting requirements.

Reporting Requirements

Each organization-specific CONOPS should describe the reporting requirements and how that information will be obtained, monitored, and disseminated.

Concept Contents

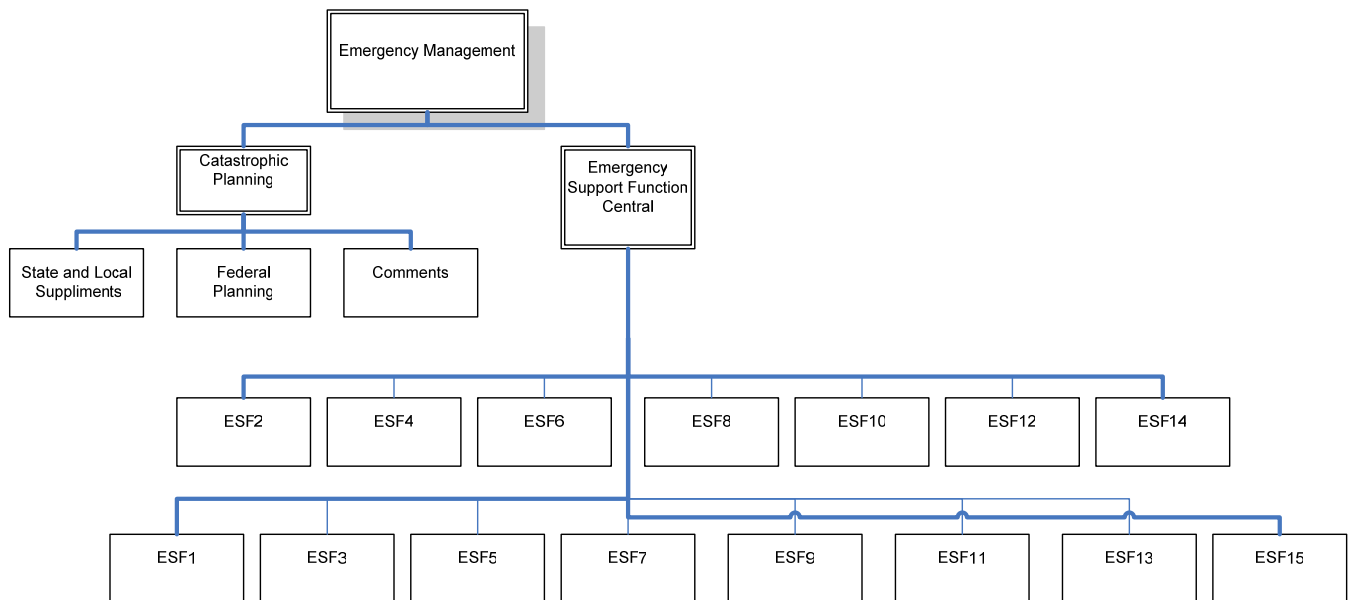
The major functions addressed by an organization-specific HSIN CONOPS will typically be centered on enhancing the ability of Federal departments and agencies, ESFs and State, Tribal, and local first responders to better prepare for and respond to critical incidents, as well as the ability to manage situations as they occur.

The CONOPS should describe how HSIN will be used to support each function. These functions include the following:

- **Coordination of Resources** Includes the coordination of appropriate resources prior to a critical incident, across geographically dispersed organizations and jurisdictions, to respond to crises more effectively.

- **Planning and Exercises** Includes the execution of exercises centered on a critical event for which a coordinated response is necessary, used for planning response procedures in a crisis; Also includes development and coordination of mitigation plans.
- **Notification** Includes the generation and distribution of alerts and other messages to appropriate personnel prior to or during a critical incident or exercise.
- **Mobilization** Includes the activation, assembly, and transport of the various personnel and technical resources such as vehicles and supplies, which will participate in the crisis response or exercise.
- **Crisis Response** Includes the actions taken by the participating agencies, both on site and in locations where support is provided, to resolve the crisis and minimize injury or death to the population as well as damage to public and private property.
- **Consequence Management** Includes the activities during or following the resolution of a crisis to protect public health and safety, restores necessary services, and provide assistance to public or private parties affected by the incident.

HSIN Portals



One approach for identifying how HSIN will be used in each of these functional areas is to analyze current processes, procedures, and protocols which is illustrated on the following page.

Function	Current State	Future State (HSIN)
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Coordin action of Resources	<ul style="list-style-type: none"> ▪ Limited coordination of resource sharing hinders effective rapid response ▪ Cross-organizational awareness of available resources and their readiness maintained by manual methods such as logs, whiteboards, faxes, emails—not easily viewable and updated by all parties simultaneously 	<ul style="list-style-type: none"> ▪ Access to relevant information from various sources by HSIN provides additional reference material ▪ HSIN's collaborative tools facilitate coordination of resources ▪ Organizational status and readiness provided to all parties in a uniform and timely manner by HSIN
Planning/Exercises	<ul style="list-style-type: none"> ▪ Difficulties in coordinating all affected organizations ▪ Existing communication practices and methods limit effectiveness between fire, EMS, and police ▪ At the local level, planning activities are improving with specialized teams (i.e., SWAT, HAZMAT, canine, EOD, and X-ray) ▪ Mitigation plans developed independently. 	<ul style="list-style-type: none"> ▪ HSIN's collaboration tools facilitate better communication and unified coordination ▪ Access to real-time, relevant information (e.g., GIS, imagery) improves situational awareness, development of plans of action, and application of resources among organizations ▪ Access to relevant information from sources external to the State and/or Region provides additional reference material and intelligence. ▪ Response planning, both in and among agencies, is enhanced through use of unified collaboration services offered by HSIN
Notification	<ul style="list-style-type: none"> ▪ Many organizations have well developed notification mechanisms (email, pagers, radio, and phone) ▪ Individual agencies technology limits the amount of information that can be disseminated ▪ Cross-echelon notification methods are not consistent across all organizations 	<ul style="list-style-type: none"> ▪ Alerting functions of HSIN allow more comprehensive information flow through all affected organizations ▪ Status of deployed teams, commodities and alerts are posted simultaneously in real time with uniform information content on HSIN Portals
Mobilization	<ul style="list-style-type: none"> ▪ Adequate mechanisms in place to tap into available resources via established MOUs (Memoranda of Understanding) and ad-hoc procedures 	<ul style="list-style-type: none"> ▪ HSIN's collaborative tools provide more Efficient and effective deployment of personnel and equipment. ▪ EMAC organizations can use HSIN's situational awareness / COP to increase their preparedness to assist if required.
Consequence Management	<ul style="list-style-type: none"> ▪ Lack of event common operational picture ▪ Internal communications: telephone, fax, email, and file transfer for information exchange. ▪ Connection to organizations and agencies both inside and outside the State through phone, email, and fax 	<ul style="list-style-type: none"> ▪ View existing conditions and status of assets in real-time consistently throughout the State, Region and nationally through situational awareness and COP capabilities ▪ Real-time imagery and video of the incident site(s). ▪ Enable greater standing and ad-hoc collaboration through instant messaging and group chat provided by Jabber.

Crisis Response	<ul style="list-style-type: none"> ▪ Well-defined system and organizational structure for crisis response ▪ Extensive and coordinated phone, email, and radio communications for response management 	<ul style="list-style-type: none"> ▪ Richer information-sharing capabilities provided by HSIN ▪ GIS and other imagery provide a consistent picture of operational information to all echelons within the State (and external to the State) ▪ HSIN's virtual team rooms facilitate secure information exchange, discussion, and planning ▪ Collaboration tools provide a directory of contacts ▪ Common operational picture provided across the State and Region ▪ Improved situational awareness provided by HSIN facilitates appropriate allocation and deployment of resources
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1 **DHS/FEMA 2006 Hurricane Season**
2 **CONCEPT OF OPERATIONS (CONOPS)**
3

4 **ANNEX E EXECUTION**
5

6 **1. PHASES OF THE OPERATION:**
7

8 Phase I – Awareness: The continual process of collecting, analyzing, and disseminating
9 intelligence, information, and knowledge to allow organizations and individuals to
10 anticipate requirements and to react effectively.
11

12 Phase II – Preparedness: The range of deliberate, critical tasks and activities necessary to
13 build, sustain, and improve the operational capability to prevent, protect against, respond
14 to, and recover from domestic incidents. Preparedness is a continuous process involving
15 efforts at all levels of government and between government and private-sector and
16 nongovernmental organizations to identify threats, determine vulnerabilities, and identify
17 required resources.
18

19 Phase III – Response: Activities that address the short-term, direct effects of an incident.
20 Response includes immediate actions to save lives, protect property, and meet basic
21 human needs. Response also includes the execution of emergency operations plans and of
22 incident mitigation activities designed to limit the loss of life, personal injury, property
23 damage, and other unfavorable outcomes.
24

25 Phase IV – Recovery: The development, coordination, and execution of service- and
26 site-restoration plans for impacted communities and the reconstitution of government
27 operations and services through individual, private-sector, nongovernmental, and public
28 assistance programs that: identify needs and define resources; provide housing and
29 promote restoration; address long-term care and treatment of affected persons; implement
30 additional measures for community restoration; incorporate mitigation measures and
31 techniques, as feasible; evaluate the incident to identify lessons learned; and develop
32 initiatives to mitigate the effects of future incidents.
33

34 **2. EXECUTION SEQUENCE:**
35

36 **a. PHASE I - AWARENESS:**
37

38 1) Normal Operations.
39

- 40 a. Personnel assigned to the FEMA and other Federal agency (OFA)
41 Emergency Operations Workforce Cadre, national, regional, and
42 field, will continue to perform assigned tasks commensurate with
43 their non-emergency position descriptions and operate within their
44 respective organization assignments consistent with their chain of
45 command.

- b. The NRCC will maintain the capability to support the FOC and FAOC in executing an alert and activation of FEMA's interagency emergency response operations cadre via an NRCC Warning Order or Operations Order.
- c. Regional Director, through the Regional Response Coordination Center (RRCC) managers, will ensure the Region maintains the ability executing an alert and activation of FEMA's emergency response operations cadre via an NRCC Warning Order or Operations Order or to independently execute an alert and activation of Regional emergency response operations cadres.

2) Heightened Situational Awareness Phase

- a. Upon receipt of a National Hurricane Center (NHC) tropical advisory indicating the development of a tropical event (i.e., tropical storm or hurricane), FEMA and its OFA partners will assume a posture of heighten situational awareness.
- b. The NOC/NRCC will direct OFA command, operations, and warning centers, to focus on the impending threat and update visibility of resource availability. The OFA will review and validate Essential Elements of Information (EEIs), information collection strategies and reporting requirements, as well as initiate incident-specific information and data collection, analysis, and assessment of available quantitative data and derived from the Hurricane Incident Collection Plan (ICP).

b. PHASE II: PREPAREDNESS:

1) Planning and Coordination - FEMA and OFA partners will:

- a. Review and validate senior officials' "playbooks" and initial action checklist. Begin preparatory action planning activities, to include ensuring Pre-Scripted Mission Assignments (PSMAs) and existing interagency and contractual vehicles are available for rapid implementation and execution.
- b. Establish and maintain lines of communication and coordination with non-located command and control entities (e.g., National Operations Center, White House Situation Room, Homeland Security Council) to include appropriate Regional and State counterparts. Conduct video teleconferences and other conference calls within the emergency management community concerning planning activities, current situation and objectives. Initiate tests

1 of emergency contact communications and cascading call-down
2 lists.

- 3
- 4 c. Provide representatives authorized to coordinate and make
5 decisions, to multi-agency and multi-jurisdictional groups such as
6 the ESF Leaders Group and Incident Advisory Council (IAC) for
7 planning.
- 8
- 9 d. Ensure senior managers are provided with valid and operational
10 Government Emergency Telecommunications System (GETS)
11 accounts and cards for their landline and cellular telephones and
12 that all appropriate interagency Telecommunications Service
13 Priorities (TSP) and Wireless Service Priorities (WSP) actions are
14 coordinated with and ready for immediate post-incident
15 implementation and execution.
- 16
- 17 e. Understand that certain incidents may require the deployment of
18 advance teams to the region to assess immediate response and
19 recovery requirements, secure housing and other critical resources
20 for deployed staff, and conduct preliminary impact assessments
21 and resource availability. Review emergency personnel rosters
22 and related teams and equipment in support of active and
23 sustainable field response and recovery operation. Direct rostered
24 team personnel to prepare their personal and job-related fly away
25 kits and review all deployment requirements, procedures and
26 practices and review alert, activation, and deployment standard
27 operating procedures, practices, and protocols.
- 28
- 29 f. Perform pre-impact analysis of the likely consequences (i.e.,
30 damage and needs-assessments) on the geography, demographics
31 and population, and critical infrastructures. This analysis is
32 continually refined as determined by updated data. Analysis will
33 include high-level and detailed information that is then distributed
34 to the appropriate Federal, State, local, tribal, and private sector
35 partners and customers.
- 36

37 2) Readiness

38

- 39 a. During the preparedness phase of planning and operations,
40 DHS/FEMA and OFA partners will maintain visibility of and on
41 their alert, activation, and deployment preparations. This includes
42 verifying deployment rosters and checklists, checking fly away
43 kits, and reviewing procedures. Ensure financial, acquisition and
44 personnel systems are brought to and maintained at the highest
45 state of readiness.

- b. The NRCC, FEMA Operations Center (FOC) and the FEMA Alternate Operations Center (FAOC), and the respective OFA command, operations, and warning centers, will maintain visibility on the readiness and alert status of FEMA and OFA personnel assigned to deployable FEMA emergency response teams. The respective FEMA and/or OFA cadre managers will maintain comprehensive visibility on the availability of cadre personnel eligible for emergency operations assignments and ensure that reserve cadre personnel are available to back-fill positions.
- c. Regional Directors and emergency operations response cadre managers will maintain concurrent visibility on all Region-specific emergency response operations personnel and ensure that the FOC, FAOC, and national-level emergency response operations cadre managers are apprised of the readiness status of these assets.
- d. FEMA and other Federal agency (OFA) emergency response operations cadres (i.e., OFA personnel assigned to one or more of the fifteen Emergency Support Functions or a Coordination Group) will ensure that their Cadre Manager is apprised of their availability and readiness in a timely and accurate manner and ensure that they can be contacted and their status verified in the event of an alert and activation.

3) Alert Notification

- a. This phase commences with the formal alert to the US Government's Federal Executive Branch emergency management community and its State, local, tribal, and private sector partners by FEMA. The alert will be communicated via the FEMA Operations Center (FOC) and/or FEMA Alternate Operations Center (FAOC). The message will include information on an appropriate alert posture to assume, to be prepared to activate and deploy at a specific time, normally within 12 hours, in support of a major hurricane or tropical storm making landfall in the United States or its territories.
- b. The National Hurricane Center (NHC) will initiate the dissemination of tropical warning statements no later than 5 days (120 hours) prior to a tropical storm or hurricane, making landfall in the United States or its territories. Upon receipt of a NHC tropical advisory, the NRCC will initiate sustained production of a tailored Tropical Advisory. This product (two to four per day) will be disseminated in parallel with NHC products and contain readiness and preparedness information pertaining to Federal, State, local, and tribal partners as well as information addressing

pre-landfall preparations. These NRCC Tropical Advisories will continue until the NHC formally terminates the active status of the tropical system.

- c. Following the receipt of a NOC/NRCC notification to assume an alert posture, the ESF coordinators will notify their primary and support ESF departments, agencies, team personnel, and support sector staff, direct them to assume an alert status in preparation for possible activation of personnel and assets. The coordinators will issue detailed, ESF-specific instructions to personnel and facilities directing them to undertake incident-specific planning and operational actions in preparation for an activation Mission Assignment. These actions will include a review of information collection and reporting requirements established and validated during the heightened situational awareness phase.
- d. The receipt of an alert notification does not authorize activation or deployment activities and does not equate to a Mission Assignment activating the ESF. The receipt of an alert message does not authorize reimbursement under either the FEMA Surge Account or the Fund Code 6 Disaster Relief Fund (DRF). Personnel receiving an Alert message from the FOC and/or FAOC will expeditiously acknowledge receipt based on directions in the message.

c. PHASE III: RESPONSE:

1) Activate:

- a. DHS/FEMA will issue a Mission Assignment activating the NRCC, ESFs, and other Federal assets. Activated team members and their associated equipment suites and caches will deploy to their designated emergency operations facilities as directed within 12 hours and prepared to operate for up to 30 days without relief. Private sector representatives will be notified by their ESF coordinators that an activation order has been issued. Acknowledge receipt of the activation order per directions in the message.
- b. The receipt of a Mission Assignment activating the NRCC, ESFs, and other components authorizes the deployment of personnel and assets, and provides for the possibility, but not the guarantee of (per HSPD-5), reimbursement for travel costs (i.e., transportation, billeting, and meals and incidental expenses) and disaster-related overtime under the FEMA Surge Account or the Fund Code 6 DRF.

- c. Activated personnel and facilities will be prepared to commence operations in coordination with (ICW) and supporting of the JFO IAW the FEMA Operations Order.
- d. The NOC/NRCC, via the FOC and/or FAOC, will issue specific instructions to activated ESF personnel and facilities directing them to initiate initial action and support planning and operational actions in support of sustained response and recovery operations.
- e. Initiate information collection and situation reporting.
- f. Submit an initial operating report (IOR) upon deployment and another operating report upon assumption of initial operating capability at the deployed location.

2) Deploy:

- a. NOC/NRCC will coordinate all deployment action planning and initial actions. The NOC/NRCC will continue daily planning and operational video teleconferences and teleconference calls with Federal, State, local, tribal, and private sector counterparts to sustain comprehensive situational awareness, comprehend damage and needs' assessments, maintain visibility on personnel, facilities, commodities, and actions, and develop courses of action for response and recovery.
- b. When notified, the ESF coordinators, primary and support agencies, and supporting facilities will determine the initial level of their deployment to include whether a rapid advance deployment is needed (e.g., ERT-A). Personnel will deploy in accordance with internal department, agency, or sector SOP, or as directed by the activation Mission Assignment.
- c. DHS/FEMA and partner OFAs will operate under their statutory authorities, funded by the Surge Account, in order to pre-position personnel and resources in locations favorable to providing timely and efficient access to the theater of operations.
- d. Mobilization (MOB) Center and Federal Operational Staging Areas (FOSA) staff may be initially deployed to the RRCC or a Logistics Centers to await final decision on MOB Center and FOSA sites.
- e. Deployed personnel will notify FEMA's Automated Deployment Database (ADD) at 1-888-853-9648. In addition, activated personnel will concurrently adhere to all internal department,

1 agency, or sector SOPs regarding temporary additional duty and
2 official travel.

3
4 3) Initial Response:

- 5
6 a. Initial response operations under the Robert T. Stafford Disaster
7 Relief and Emergency Assistance Act will not commence until the
8 President has declared a major emergency or an Incident of
9 National Significance under Homeland Security Presidential
10 Directive (HSPD) 5, Management of Domestic Incidents.
11 \
- 12 b. Once an emergency declaration has been made under the Stafford
13 Act, DHS/FEMA and its OFA partners will coordinate Federal
14 actions and provide 24/7 support through the JFO. These
15 operations will be funded under the Disaster Relief Fund.
16
- 17 c. All Federal Multiagency Command Centers (MACC) will maintain
18 situational awareness and visibility of the common operating
19 picture and conduct post-impact damage and needs assessments
20 and analysis to quantify realized impacts and damage in a
21 comparative perspective. In the field, this will be accomplished by
22 the DSATs, FIRSTs, PDA and RNA teams, county and community
23 liaison officers, and by Federal assets operating under their
24 statutory authorities (i.e., USCG, BICE, BCBP, USSS, etc.).
25
- 26 d. The purpose of the post-impact damage and needs assessment and
27 analysis is to maintain situational awareness, action and resource
28 visibility, track restoration activities and inform key government
29 officials as to the progress of the overall response and recovery
30 operation. The Federal Government completes two analysis
31 components following an event:
32
- 33 i. Real-time analysis: Provides information on the actual
34 damage to and impact on the population and critical
35 infrastructures due to the event. This analysis compares the
36 predicted impacts to the actual damage to determine if any
37 changes should be made to response plans. The real-time
38 analysis occurs immediately after the event and identifies
39 the near-real time impact.
40
- 41 ii. Trending analysis: Provides continual response, recovery,
42 and infrastructure restoration information. Once the
43 impacts are realized, the Federal Government conducts
44 trending analyses to facilitate response, recovery, and
45 restoration activities to facilitate reentry, repopulation, and
46 economic rehabilitation.

e. The post-impact analysis continues until recovery is complete.

d. PHASE IV: RECOVERY:

- 1) Once immediate response missions and life-saving activities conclude, the emphasis will shift from response to recovery operations and, if applicable, hazard mitigation. When a centralized Federal coordination presence is no longer required in the affected area, the JFO implements the demobilization and deactivation plan to transfer responsibilities and close out the JFO. The NOC/NRCC and RRCC(s) will utilize the JFO demobilization and deactivation schedule and plan to develop and implement their own schedules and plans.
- 2) Demobilization and deactivation, and the associated procedures, processes, practices, and protocols, is initiated when the JFO determines that sufficient progress has been made in restoring minimal functionality to affected and impacted area and that the sustaining life and economy critical infrastructures are able to support reentry and repopulation. The demobilization and deactivation of a specific response asset is initiated when its specific task or Mission Assignment is completed or when it is determined the magnitude of the event does not warrant continued use of the asset.
- 3) After the closing of the JFO, long-term recovery program management and monitoring transitions to individual agencies' regional offices and/or headquarters, as appropriate. At the direction of the JFO, the various Planning Sections develop a scaleable demobilization and deactivation plan for the release of appropriate components. As the need for full-time interagency coordination at the JFO ceases, plans for selective release of Federal resources, demobilization, deactivation, and closeout. Federal agencies then work directly with their grantees from their regional or HQ offices to administer and monitor individual recovery programs, support, and technical services.
- 4) As response operations diminish, the JFO will begin to demobilize Federal agencies from their respective operations. The RRCC and NRCC may remain operational at reduced staffing to ensure continued visibility on the execution of longer term Mission Assignments and maintain situational awareness to support additional response operations.
- 5) When the Federal response effort is deactivated, specific procedures for deactivation will be followed to ensure proper record keeping and handling of contracts as well as recovery of deployed equipment and materials. Demobilization and deactivation activities are planned, coordinated, and executed to ensure that Federal, state, local, tribal, and

1 private sector response and recovery personnel are maintained at the
2 highest state of readiness commensurate to operational field response and
3 recovery operations.
4

- 5 6) These activities are also planned to ensure that a smooth and transparent
6 transition to long-term recovery can be effected once decided by the
7 incident management group (the Incident Commander/State Emergency
8 Manager, the FCO, and the DCO), with the concurrence of the PFO and
9 the Governor. Demobilization and deactivation activities ensure that the
10 appropriate elected government jurisdiction, and private sector
11 components under local government regulation and oversight, resume
12 direct authority for operations and administration as soon as effectively
13 possible.
14

15 Appendix 1, Execution Timeline

**DHS/FEMA 2006 Hurricane Season
CONCEPT OF OPERATIONS (CONOPS)**

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

L-168 Hours (L-7 days)

1. DHS/FEMA HQ will initiate daily video teleconferences (VTCs) with the following organizations to maintain situational awareness and visibility of the common operating picture and to initiate initial response and recovery planning:
 - a. Department of Homeland Security (DHS)/National Operations Center (NOC)
 - b. White House Situation Room (WHSR)/Homeland Security Council (HSC)
 - c. DHS/Incident Advisory Council (IAC)
 - d. Emergency Support Functions' Leaders Group (ESFLG)
 - e. Potentially impacted States and Regions
 - f. National Hurricane Center (NHC)
 - g. DOD (as appropriate)
 - i. Joint Directorate of Military Support (JDOMS)
 - ii. US Northern Command (NORTHCOM)
 - iii. US Southern Command (SOUTHCOM)
 - iv. Other Title 10 Unified Commands
 - h. DHS FEMA Response, Recovery, and Mitigation Divisions
 - i. Florida Long-Term Recovery Office (FL LTRO)¹
 - j. Gulf Coast Temporary Recovery Office (TRO)²
2. DHS (Directorate of Operations Support) will alert, in preparation for activation and deployment:
 - a. Pre-identified Joint Field Office (JFO) Coordination Groups
 - i. Principal Federal Official (PFO)
 - ii. Deputy PFO (DPFO)
 - iii. Federal Coordinating Officer (FCO)
 - iv. PFO Support Team
 - b. Deployable Situational Awareness Teams (DSATs)
 - c. IAC Department and Agency Liaison Officers (LNO)
3. The DHS/FEMA Response Division, Operations Branch will alert the following assets and supporting facilities through a National Operations Center/National Response Coordination Center (NOC/NRCC) Operations Order:
 - a. NOC/NRCC

¹ The FL LTRO may already be operational as a JFO in anticipation of Gulf Coast evacuation initiatives

² The Gulf Coast TRO may already be operational as a JFO in anticipation of Gulf Coast evacuation initiatives

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

- i. Emergency Support Functions (ESFs)
 - ii. JDOMS Liaison Officers (LNOs) and National Emergency Preparedness Liaison Officers (EPLOs)
 - iii. Mapping and Analysis Center (MAC)
 - iv. Logistics Response Center (LRC)
 - v. National Disaster Medical System (NDMS) Operations Support Center (OSC)
 - vi. Movement Coordination Center (MCC)
 - vii. Florida Long-Term Recovery Office (FL LTRO) as Florida JFO
 - viii. Gulf Coast Temporary Recovery Office (TRO) as Louisiana JFO
- b. Regional Response Coordination Center (RRCC) I, II, IV, and VI and back-up RRCCs
 - i. Regional Support Teams (RSTs)
 - ii. Emergency Response Team- Advanced (ERT-A (s))
 - iii. Regional State LNOs
 - iv. Defense Coordinating Officer (DC)O
 - v. Regional Preliminary Damage Assessment and Rapid Needs Assessment (PDA/RNA) Teams
 - vi. Regional EPLOs
- c. National Emergency Response Team (ERT-N) Red and Blue
- d. Hurricane Liaison Team (HLT)
- e. Federal Incident Response Support Teams (FIRST) Regions IV and V
- f. NDMS
 - i. On-call Mission Support Team (MST)
 - ii. On-call and other selected NDMS Teams
- g. National Urban Search and Rescue (US&R)
 - i. On-call Incident Management Team (IMT)
 - ii. On-call and other selected US&R Task Forces
- h. Mobile Emergency Response Support (MERS) System and the National Capital Region (NCR) Communications Unit
- i. Territorial Logistic Centers (TLC) East (Atlanta, GA), Central (Fort Worth, TX), and West (Alameda, CA)
- j. Mobilization Center Management Teams

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

- k. Disaster Information Support Center (DISC)
- l. ESF # 1 (Transportation) US Department of Transportation's Emergency Transportation Center (ETC)
- 4. DHS/FEMA Response Division and the Chief Financial Officer (CFO) will ensure that sufficient funds have been applied to the Surge Account to support pre-landfall preparedness and pre-positioning actions and immediate post-landfall response operations.
- 5. Upon receipt of the NOC/NRCC Operations Order, Federal departments and agencies will:
 - a. Perform assigned tasks commensurate with their non-emergency position descriptions and operate within their respective organization assignments.
 - b. Maintain situational awareness and visibility of the common operating picture presented by the NHC Tropical Advisories.
 - c. Maintain visibility on the readiness and alert status of emergency teams, personnel, facilities, and equipment.
 - d. Maintain the capability to activate and deploy resources in response to a when directed.
 - e. Maintain visibility of and on their alert, activation, and deployment preparations; verify deployment rosters and checklists; and review standard operating procedures (SOP), practices, protocols, and processes.
 - f. Review pre-deployment checklists covering tactical, medical, physical, legal, and personnel considerations and adjust as necessary to tactical developments.
 - g. Maintain a current team roster, skill set list, and equipment list to ensure all team members have received appropriate training, possess the necessary equipment and skill-set, and are available for deployment.
 - h. Maintain a complete fly away kit, test equipment, and replenish expended supplies and identify administrative and logistical requirements for assigned and rostered personnel.
 - i. Initiate contacts with Federal, State, regional, and local officials and private sector representatives in accordance with statutory authorities.
- 6. DHS/FEMA Regional Directors will maintain concurrent visibility on all Region-specific emergency response operations personnel and ensure that the Region maintains the

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

ability to independently execute an alert and activation of Regional emergency response operations cadres.

7. DHS/FEMA Office of National Security Coordination (ONSC) will direct field and regional facilities in the projected theater of operations review Continuity of Operations (COOP) planning.

L-144 Hours (L-6 days)

1. DHS will activate, in preparation for deployment:
 - a. Pre-identified JFO Coordination Groups
 - b. DSATs
 - c. IAC
2. DHS, DHS/FEMA, and GSA will select a JFO from an inventory of pre-existing candidate JFOs maintained jointly by DHS/FEMA and GSA.
 - a. The NOC/NRCC and respective RRCCs will alert and activate their JFO Logistics Advance Teams for field deployment within 12 hours to support setting up the JFO.
 - b. MERS will alert one or more MERS Detachments and direct them to prepare their Disaster Response Support Facility (DRSF) for field deployment within 12 hours to support setting up the JFO.
 - c. DHS/FEMA Response Division, Logistics Branch will direct one of the three TLCs to prepare their JFO Support Kits for field deployment within 12 hours to support setting up the JFO.
 - d. DHS/FEMA Office of the Chief Information Officer (CIO) will direct the DISC to prepare one or more DISC Packs for field deployment within 12 hours to support setting up the JFO.
3. The DHS/FEMA Response Division, Operations Branch will activate the following assets via a NOC/NRCC Operations Order³:
 - a. NOC/NRCC at Level 2 for the purpose of conducting operational planning in anticipation of supporting local, State, and Regional evacuation, transportation, and victim assistance initiatives and operations.
 - b. Selected RRCCs, including the DCO, at Level 1 for the purpose of conducting operational planning in support of local and State evacuation, transportation, and victim assistance initiatives and operations.

³ Selected ESFs will be activated by the NOC/NRCC by a Pre-Scripted Mission Assignment

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

- i. Activated RRCCs will activate their State LNOs and ERT-A management in preparation to deploy to the impacted State's emergency operations center (SEOC)
 - ii. Alerted Regional EPLOs and PDA and RNA Teams will be activated and deployed to the in-theater RRCC.
 - c. FIRST in Regions IV or V to deploy to the in-theater RRCC.
 - d. ERT-N Red or Blue to deploy to the in-theater RRCC.
 - e. HLT to deploy to the NHC
 - f. NDMS to deploy to designated, pre-identified staging areas
 - i. On-call MST
 - ii. Alerted NDMS Teams
 - g. National US&R to deploy to designated, pre-identified staging areas
 - i. On-call IMT
 - ii. Alerted US&R Task Forces
 - h. NDMS and National US&R will place replacement assets on alert for those activated and to be deployed assets.
 - i. MERS Thomasville and Denton and the NCR Communications Unit to deploy to designated, pre-identified staging areas
 - j. TLCs East, Central, and West
 - k. Mobilization Center Management Teams to deploy to designated, pre-identified Mobilization Centers (see below)
 - i. TLC East (Atlanta)
 - ii. TLC Central (Fort Worth)
 - l. Disaster Information Support Center
 - m. ESF # 1⁴ (Transportation) US Department of Transportation's Emergency Transportation Center (ETC)
4. The DHS/FEMA NOC/NRCC will initiate pre-landfall effects' and consequences' modeling and request historical and pre-landfall remote sensing activities.

⁴ Activated by the NOC/NRCC by a Pre-Scripted Mission Assignment

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

5. Upon receipt of the NOC/NRCC Operations Order, Federal departments and agencies will:
 - a. Activate, if not already activated, their national and regional operations centers to ensure their situational awareness and visibility of the common operating picture and to ensure that all essential and uninterruptible functions can be performed and all related services be provided following landfall.
 - i. Initiate incident-specific information and data collection, analysis, and assessment
 - ii. Perform pre-impact effects' and consequences' modeling and simulation analysis on the geography, demographics and population, and critical infrastructures
 - b. Maintain visibility on the readiness posture of personnel, facilities, and equipment in preparation to support of active and sustainable field response and recovery operations.
 - i. Direct emergency personnel to prepare their personal and job-related fly away kits and review all deployment requirements, procedures and practices and review alert, activation, and deployment standard operating procedures, practices, and protocols.
 - ii. Initiate tests of emergency contact communications and cascading call-down lists.
 - c. Ensure appropriate departmental and agency financial and acquisition and personnel are brought to and maintained at the highest state of readiness.
 - d. Confirm essential communication and coordination links with OFA and State partners to ensure optimal situational awareness, resource visibility, and the expected mission and objectives.
 - e. Validate internal and interagency senior officials' "playbooks" and "checklists" including.
 - i. Essential Elements of Information (EEI)
 - ii. Information collection requirements and capabilities
 - iii. Information analysis and intelligence procedures
 - iv. Reporting requirements
 - v. Initial response requirements post-landfall
 - f. Prepare to execute post-activation Pre-Scripted Mission Assignments (PSMAs) and ensure existing interagency and contractual vehicles are available for rapid implementation and execution.

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

- g. Initiate video teleconferences and other conference calls within their emergency management community concerning the situation, mission, and objectives and confirm lines of communication and coordination with non-collocated command and control entities.
- h. Activate senior managers' and liaison officers' Government Emergency Telecommunications System (GETS) accounts and cards.
- i. Confirm all essential Telecommunications Service Priorities (TSP) and Wireless Service Priorities (WSP) actions are coordinated and ready for immediate post-incident implementation and execution.

L-120 hours (L-5 days)

Hurricane/Tropical Storm Advisory: A tropical storm has been designated by the National Weather Service and the forecast indicates possible development into a hurricane threatening United States interests within 120 hours (allow 48 hours or more for the Pacific Area).

1. DHS will deploy the following assets to the pre-identified JFO in the State projected to be most severely impacted:
 - a. Pre-identified JFO Coordination Group
 - b. DSATs
2. The DHS/FEMA Response Division, Operations Branch will, via a NOC/NRCC Operations Order⁵:
 - a. Increase NOC/NRCC staffing and operational capability to Level 1
 - b. Activate designated back-up RRCCs and supporting regional assets to support threatened regions and states
 - c. Direct initiation of active COOP planning at the field and regional level in the States and region most likely to be impacted
 - d. Commence Federal evacuation planning and operations at the Gulf Coast TRO and/or Florida LTRO, NOC/NRCC, and RRCCs in support of State and local requirements
3. The DHS/FEMA Response Division, Operations Branch will deploy the following assets via a NOC/NRCC Operations Order:
 - a. ERT-N Red or Blue to the pre-identified JFO in the State projected to most be severely impacted

⁵ ESFs will be activated by the NOC/NRCC by a Pre-Scripted Mission Assignment

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

- b. FIRST IV or V to the RRCC or SEOC projected to be most likely impacted
 - j. HLT to the NHC
 - k. NDMS Teams, including MST, to deploy to designated staging areas
 - l. National US&R Task Forces and IMT to designated staging areas
 - m. MERS to the pre-identified JFO in the State projected to most be severely impacted
 - n. Mobilization Center Management Teams to deploy to designated, pre-identified Mobilization Centers
 - o. ESF # 1 (Transportation) US Department of Transportation and OFA personnel to the Emergency Transportation Center (ETC)
4. The DHS/FEMA Response Division, Operations Branch, via the RRCCs, will deploy the following assets via a NOC/NRCC Operations Order:
- a. Regional ERT-As and State LNOs to all SEOCs in the Region
 - b. MERS DSRFs, JFO Support Kits, and DISC Packs to the pre-identified JFO in the State projected to most be severely impacted
 - c. NCR Communications Unit, if required, to a designated staging area in the vicinity of the NDMS and US&R staging areas
5. The DHS/FEMA NOC/NRCC and FOC will ensure the completion of all pre-landfall alert, activation, and deployment actions have been initiated and are underway.

L-96 hours (L-4 days)

- 1. Activated personnel, teams, and equipment will arrive at their designated operating and/or staging facilities
- 2. Designated JFO facility will be set up by MERS, JFO Support Kits, and DISC Packs
- 3. RRCC Logistics and Mobilization Center Management Teams will, in coordination with State and local counterparts, survey and identify Forward Operating Staging Areas (FOSA), Logistics Staging Areas (LSA), and Operational Staging Areas (OSA)
- 4. Commence 24/7 DHS/FEMA operations at NOC/HSOC and IAC
- 5. NOC/NRCC and RRCCs continue Federal evacuation planning and operations.

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

L-72 hours (L-3 days)

1. JFO is fully operational; DHS/FEMA Regional Director (RD) transfers direction and control from RRCC to the JFO Coordination Group at the JFO
2. ERT-As fully operational at SEOCs
3. Responsibility for Federal evacuation planning transferred to JFO
4. Functional field teams (i.e., NDMS, US&R, MERS, etc.) commence pre-landfall coordination efforts with local and State counterparts
5. Refine and adjust deployment posture of NDMS Teams and National US&R Task Forces
6. Ensure containerized Pre-Positioned Disaster Supplies (PPDS), Pre-Positioned Equipment Program (PEP), and Initial Response Resources (IRR) capabilities are deployed to Mobilizations Centers for forward deployment to designated staging areas supporting local and State Points of Distribution Systems (PODS)
7. Maintain coordination links between elements

L-48 hours (L-2 days)

1. Confirm that all pre-landfall (L-168 through L-72 hours) preparatory actions are complete
2. Maintain coordination links between elements

L-36 Hours (1-1.5 days)

Hurricane Watch: An announcement for specific coastal areas that hurricane conditions are possible within 36 hours. The following actions should be taken whenever the National Hurricane Center or the Typhoon Warning Center for any area in the continental U.S. and/or its Territories posts a hurricane watch.

1. Refine deployment and protective posture of deployed functional teams and pre-positioned resources
2. Confirm the National Processing Support Center (NPSC) is prepared to support recovery operations
3. Initiate developing contingency plan for long-term temporary housing if the storm is or is projected to be category 3 or higher at landfall
4. Maintain coordination links between elements

APPENDIX 1 TIMELINE to ANNEX E EXECUTION

5. Confirm COOP readiness, communications, and connectivity

L-24 hours (L-1 day)

Hurricane Warning: A warning that sustained winds of 74 mph (64 knots) or higher associated with a hurricane are expected in a specified coastal area within the next 24 hours. Hurricane warnings can remain in effect when dangerously high water and exceptionally high waves continue although winds may be less than hurricane force. The following actions should be taken whenever a hurricane warning is posted by the National Hurricane Center, the Central Pacific Hurricane Center or the Joint Typhoon Warning Center for any portion of the United States or its territories. The actions identified below assume that previous actions have been taken in the period prior to the issuance of the Hurricane Warning.

1. Complete all protective actions
2. Maintain coordination links between elements
3. Validate the status of logistics and resources in the supply chain and determine the need to altering delivery times until after impact and adjust logistics and resource requirements based on latest storm track and intensity
4. Direct national and regional assets not on alert or activated to assume a heightened preparedness posture and assume an advisory, “on call” readiness posture until released or until directed to activate and deploy in response another incident requiring Federal response or until directed to relieve assets already engaged in response operations
5. Complete the plan for long term temporary housing (category 3 or higher)
6. Coordinate initial post-landfall response and recovery operations to ensure that they are complimentary and supportive of a smooth and transparent transition to long-term recovery can be effected
7. Monitor the status of pending pre-landfall emergency declarations and requests from the State(s) for emergency or major disaster declarations
 - a. Pre-landfall declarations may have already been requested and approved as early as 72 hours before landfall.
8. Maintain optimal COOP readiness

1	DHS/FEMA 2006 Hurricane Season
2	CONCEPT OF OPERATIONS (CONOPS)
3	
4	ANNEX F DAMAGE ASSESSMENT

1	DHS/FEMA 2006 Hurricane Season
2	CONCEPT OF OPERATIONS (CONOPS)
3	
4	ANNEX G AVIATION OPERATIONS AND AIR SPACE MANAGEMENT

1 **DHS/FEMA 2006 Hurricane Season**
2 **CONCEPT OF OPERATIONS (CONOPS)**
3
4 **ANNEX H MARITIME SUPPORT OPERATIONS**

1 **DHS/FEMA 2006 Hurricane Season**
2 **CONCEPT OF OPERATIONS (CONOPS)**
3
4 **ANNEX I EVACUATION**

DHS/FEMA 2006 Hurricane Season CONCEPT OF OPERATIONS (CONOPS)

ANNEX J: LOGISTICS

Logistics Mission

DHS/FEMA Logistics is responsible for managing resources ---commodities and equipment--- and facilities that support the effective conduct of disaster response and recovery operations within the CONUS and OCONUS boundaries of the United States

1. PURPOSE

This Logistics Annex to the DHS/FEMA 2006 Hurricane Concept of Operations (CONOPS) is designed to provide a description of the activities of the Response Division Logistics Branch and its inter- and intra-agency Logistics partners to prepare for and respond to logistical support requirements for this hurricane season. It includes both summary and detailed accounts of the coordination and planning undertaken to ensure the smooth and uninterrupted delivery of logistical support to meet the needs of disaster victims.

Where appropriate, Appendices have been created to provide more detailed descriptions of the planning and operational elements of this Annex. The process of capturing strategic and tactical activities to develop a comprehensive Logistics Response Plan, sufficient in scope to meet the needs for disaster support to victims in the hurricane prone Regions (R6, R4, R3, R2 and R1), is included to ensure consistent delivery of logistical support.

The DHS/FEMA Response Logistics Branch is responsible for ensuring the effective delivery of requested support to designated locations in a timely manner with ever increasing efficiency. This Annex and the Logistics Response Plan addresses many of the recommendations from the 2005 Hurricane Season and introduces the Logistics Response Center (LRC) and the Logistics Planning Group as process partners in developing and executing logistics response operations.

2. SITUATION:

The DHS/FEMA Response Logistics organization is divided between Headquarters, MERS, Regional and field components that are not organizationally aligned during normal/day-to-day operations. To accomplish the delivery of Logistics support, these elements are brought together with external Federal logistics partners during periods of increased threat from natural or man-made disasters.

The procedural guidance for ensuring communications and coordination between these elements and the emergence of a single logistics strategy is covered in the guidance provided the JFO, NRCC and RRCC operations manuals (See Appendix D for a list of additional references). The Logistics Section of the NRCC provides a link between the logistics elements of the JFO, RRCC

and facilitates coordination between these elements and the Response Logistics Branch (See Appendix B for a copy of the FEMA NRCC Logistics organization chart).

The introduction of a threat within the CONUS or OCONUS boundaries of the United State is managed by the expansion of the Logistics organization to address support requirements. At the JFO and RRCC levels these requirements are developed in coordination with the affected State and communicated to the NRCC for disposition as required. The effective execution of this process requires the coordination and support of organization elements at all levels to ensure the success of response operations.

The success of the logistics plan of action hinges on management of an adequately supplied supply-chain that provides for the timely delivery of required commodities or resources when and where needed.

The Logistics Plan relies on traditional Stafford Act partners, acting under the authority of the National Response Plan (NRP) and private sector vendors providing support solutions as required, to ensure that logistics response operations function at an optimum level to maintain a stable logistics supply chain.

a. Planning Assumptions:

- 1) The Logistics response to a major hurricane or tropical storm making landfall within the CONUS or OCONUS boundaries of the United State will require the implementation of a comprehensive plan coordinated at all levels of the response operation to be successful.
- 2) Development of the 2006 Hurricane Season National Logistics Response Operations Plan will require active participation by all logistics stakeholders. The evolving changes resulting from operations in 2005 Hurricane Season require the involvement of designated territorial Principal Federal Officials (PFO), Deputy PFO, Federal Coordinating Officer (FCO) or their designated representatives.
- 3) Regional coordination with the States will be required to develop realistic plans for pre-positioning/staging life-saving and life-sustaining commodities that adequately address the projected logistical response shortfalls in all of the hurricane prone states (22).
- 4) Positive engagement, which includes self-sustaining actions on the part of the hurricane prone states, is a must to ensure that expectations are properly managed.
- 5) Sufficient resources will be made available to the Logistics Branch to accomplish the implementation of the plan on or about June 1, 2006.

- 6) Development of specific pre-positioning plans will be based on available predictive models for data on population in the impact area likely to be impacted.
- 7) Development of post and no-notice event plans will be based on National Response Plan – Catastrophic Incident Supplement (NRP-CIS) Schedule 1 – Execution Schedule, September 2005, as revised. Schedule 1 of the NRP-CIS provides for development of a time-phased response for an expected population of 50,000-victim.
- 8) Resource commodities pre-positioned in designated States or Commonwealths prior to an incident, will remain mobile, accountable, and under the control of the Headquarters Response Division, Logistics Branch until there is a creditable threat. At that time, and upon a request, control of these resources will be transferred to the, ERT or JFO. Headquarters, Logistics Branch, will assist in arranging the transport of resources in coordination with the ERT or JFO to designated sites.
- 9) Response commodities pre-positioned at adjoining state or commonwealths **not impacted or affected** by an incident will remain mobile and may be shifted for use to meet requirements of impacted or affected location(s) across the supply-chain. Commodities will be backfilled as required.
- 10) Resource commodities in designated Mobilization Centers remain under the control of Headquarters Response Logistics Branch until request are received for shipment either to a FOSA or directly to State sites (staging areas or distribution sites) as required.
- 11) Request for designation of a Federal military bases as either a FOSA or MOB Center are processed via the DCO or MSLO to JDOMS for SECDEF approval. (See Appendix D for a listing of proposed sites in FEMA Regions 6,4,3,2, and 1).
- 12) Sourcing and transport of ice and water by ESF#3-USACE will continue this hurricane season via Mission Assignment from the HQ Logistics Section of the NRCC. However, the execution of MA for new water or ice will be contingent on the drawdown of water and ice currently in storage (See Appendix E for Commodity Cold Storage).
- 13) In addition to commodities pre-positioned prior to an incident, Headquarters Response Division, Logistics Branch will “initiate action to immediately deploy” resource commodities described in the Catastrophic Incident Supplement (CIS) to the National Response Plan. Resource commodity levels, to support the response for the first 72-hours following an incident, will be pre- stocked at Mobilization Centers prior to impact.

- 14) Logistics reserves the option to utilize the most efficient support source possible to effect and maintain positive flow in the supply chain.
- 15) Logistics will limit the use of sole source sourcing in favor of stand-by contracts and the Advance Contract Initiatives (ACI).

b. Planning Considerations:

- 1) Logistics operations in the NRCC, RRCC and JFO will be conducted in accordance with evolving guidance provided by the organizational authority.
- 2) The NRP, NIMS and ICS comprise the foundation of all operational organization planning.
- 3) The NRCC Logistics Section will consist of the Logistics Section Chief; a Deputy Logistics Chief, Planning; a Deputy Chief, Logistics Response Center (LRC), a Deputy Logistics Chief, Services Branch; and a Deputy Logistics Chief, Support Branch. The NRCC Logistics Section is supported by two additional organizational elements that support the work of the Section to ensure the effectiveness and efficiency of logistics support efforts. (See Appendix A for NRCC Logistics Section Organization Chart).
 - a. The ***Logistics Response Center (LRC)*** located at FEMA Headquarters, in Washington, D.C., consists of LRC Staff, Logistics Commodities Managers, and staff from the Logistics Transportation Management Unit. The LRC supports the NRCC Log Section in the logistics response to declared disasters, declared emergencies, and pre-positioning or re-positioning of commodities, teams, and assets. The LRC is staffed 12/7 during normal operations, 24/7 at the direction of the Logistics Branch Director, and 24/7 during NRCC activations (See Appendix B for Expanded NRCC Logistics Section Support Organization Chart).
 - b. The ***Planning Group*** is responsible for the timely collection, evaluation and dissemination of information concerning the development of the incident and status of resources. This Planning Group consist of the Situation and Documentation Units. Information gathered by the group is incorporated into situational assessments used by logistics managers in developing or recommending courses of action to ensure that logistics requirements are being met. The information also provides data for the development of creditable projections for future operating periods (24-72 hours). During the incident, the Planning Group will conduct planning calls twice daily:

- i. Planning call from 1000 – 1100 Eastern Time
 - ii. Planning call from 1900 – 2000 Eastern Time
 - iii. Develop and maintained internally a *FEMA-215*, in conjunction with the FOSA and FOSA Spot reports (external reports); provide to the NRCC/NOC as required.
- 4) To improve the handling of request and meet projected performance measures for the logistics, new technology is being introduced this Hurricane Season.
 - a. The ***Total Asset Visibility (TAV) Program***'s first phase will be implemented on a limited basis to provide for comprehensive "cradle to grave" visibility of selected response assets from acquisition to disposition or disposal.
 - b. For the 2006 Hurricane season, the inventories at Logistics Center (LC) Atlanta, and LC Fort Worth, are included in the first phase implementation of the TAV.
 - c. The ***Logistics Web-Based Workflow Processing Tool*** will be introduced in the LRC this Hurricane Season. This tool is designed to streamline the processing of requirements across all logistics units. The program also provides for email notification, of requestors, concerning the status of a requirement. In the future, the web- based program will allow controlled access from multiple sites.
 - d. Building on 2005 Programs, additional Logistics services to support Response operations include:
 - i. The ***Emergency Housing Unit (EHU)***, which manages the acquisition, storage, delivery/pick-up, refurbishment, and disposal of emergency housing units (travel trailers and mobile homes) required for victim support in the field.
 - ii. The ***Mobile Disaster Recovery Center (MDRC)*** Program, which manages the delivery, set-up, and operation of the mobile disaster recovery center units required for support in the field.
- 5) Process modifications carried over from the 2005 Hurricane Season to improve efficiency, include:
 - a. Management at Headquarters of the Mission Assignments (MA) to ESF#3-USACE for management of the Advance Contract

Initiatives (ACI) for sourcing, acquisition and delivery of water and ice.

- b. Management at Headquarters of the Mission Assignments (MA) to ESF#1-DOT for execution of the National Transportation Contract for movement of commodity resources and IRR managed by HQ Logistics down to the Mobilization Centers. MAs for transportation support forward of the MOB Center or in the incident area will continue to be managed by the RRCC or JFO/ERT.
- c. The Branch continues the coordinated management of the Mobilization Centers to support fulfilling requirements for commodities/equipment to the field, and facilitate marshalling of commodities and equipment in a centralized for deployment as required

3. MISSION:

DHS/FEMA Logistics is responsible for managing resources ---commodities and equipment--- and facilities that support the effective conduct of disaster response and recovery operations within the CONUS and OCONUS boundaries of the United States

4. CONCEPT OF OPERATIONS:

The *strategic intent* of the Response Division 2006 Hurricane CONOPS provides efficient and effective domestic incident management and ensures the Federal response is **MORE, CLOSER, SOONER, and SAFER**. Headquarters Response Division, Logistics Branch, the Hurricane Prone Regions (R6, R4, R3, R2, and R1) and the affected states have been engaged in an intense planning effort to develop for implementation a pre-positioning plan.

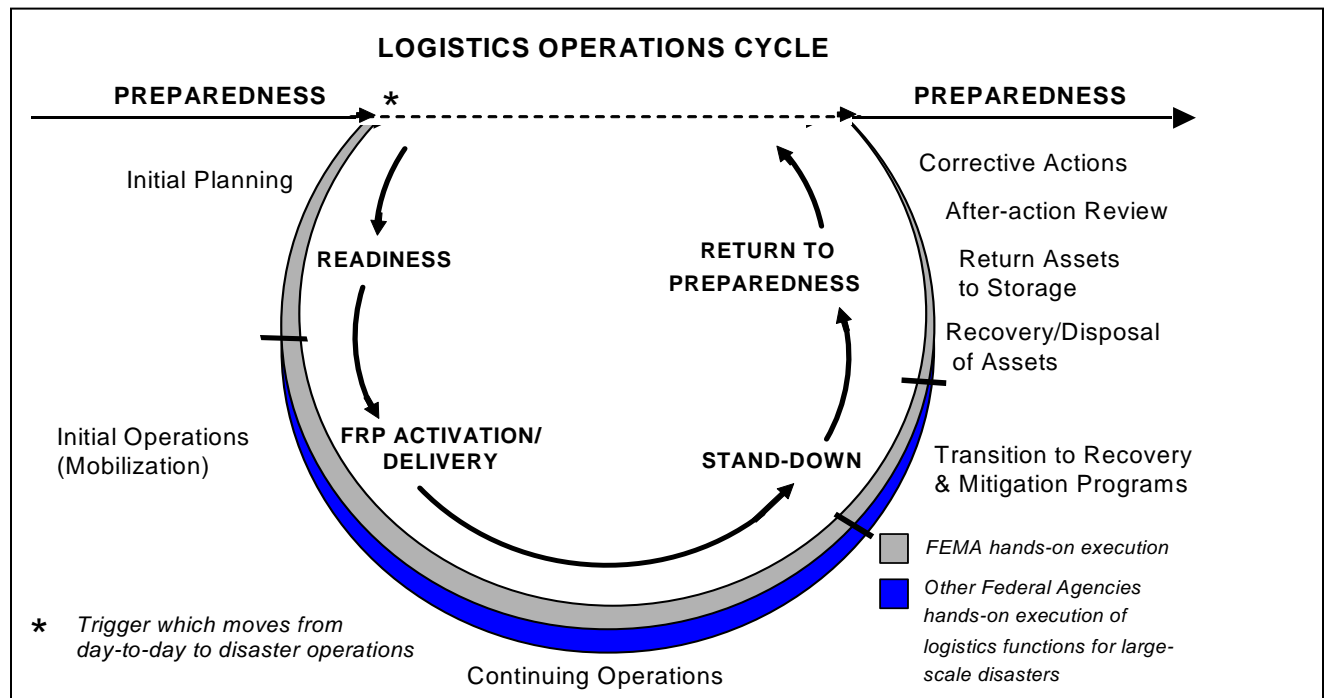
a. Logistics Pre-Positioning Plan

Provisions of the Logistics Pre-Positioning Plan

- 1) *Regional coordination with the States and Commonwealths will be required to develop realistic plans for the pre-positioning of life-saving and life-sustaining commodities that adequately address the projected logistical response shortfalls in all of the hurricane prone states (22).*
- 2) *Development of specific pre-positioning plans will be based on available predictive modeling for data on population in the areas likely to be impacted, This process includes self-sustaining actions on the part of the hurricane prone states or commonwealths.*
- 3) *Sufficient resources will be made available to the Logistics Branch to accomplish the implementation of the plan on or about June 1, 2006, with expectations management throughout its implementation..*
- 4) *Resource commodities pre-positioned in designated States or Commonwealths prior to an incident, will remain mobile, accountable, and under the control of the Headquarters Response Division, Logistics Branch until there is a creditable threat. At that time, and upon a request, control of these resources will be transferred to the, ERT or JFO. Headquarters, Logistics Branch, will assist in arranging the transport of resources in coordination with the ERT or JFO to designated sites.*
- 5) *Response commodities pre-positioned at adjoining state or commonwealths **not impacted or affected** by an incident will remain mobile and may be shifted for use to meet requirements of other impacted or affected location(s) across the supply-chain. Commodities will be backfilled as required.*
- 6) *In addition to commodities pre-positioned prior to an event, Headquarters Response Division, Logistics Branch will “initiate action to immediately deploy” resource commodities described in the Catastrophic Incident Supplement (CIS) to the National Response Plan. Resource commodity levels, to support the response for the first 72-hours following an incident, will be pre- stocked at Mobilization Centers prior to impact.*

b. Phases Of The Operation:

The synchronization of activities at all levels is essential to the success of Logistics operations because of the internal and external partners needed to accomplish the delivery of required support. To ensure that this continues, Logistics will continue to utilize the Logistics Operations Cycle to capture the phased/sequencing of events and activities that make up the process.



- 1) Phase I – **Preparedness and Readiness**: The continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react effectively. FEMA Logistics conducts preparedness activities throughout the year, even in the absence of a disaster or pending disaster, to enable a rapid response to any disaster. This level of preparedness allows FEMA to manage small events without activating its Federal partners and provide immediate supplemental Federal support as appropriate to any disaster situation. *For the 2006 Hurricane Season, the Logistics Pre-Positioning Plan was developed in this phase to establish a preparedness baseline for conduct of response operations as required this season.* Readiness marks the transition into active disaster logistics management. During this initial operational phase the Response Division Logistics Branch focuses on preparing FEMA commodities/resources for deployment and transitions into ERT-N and NRCC roles. The FEMA Regional staff transition to ERT-A and RRCC operations. In 2006, when Logistics shifts into the Readiness mode, specific actions will be taken to prepare commodities/resources for deployment. These preparations involve the commodities/resources requirements referenced in the Catastrophic Incident Supplement (CIS) to the NRP. To ensure coordination in this phase, Response Logistics will initiate a

daily planning and situation assessment call with its logistics partners. Also, preliminary discussions are conducted with the affected Region(s) on the identification of potential MOB Center and FOSA sites.

- 2) 2) Phase II – **Activation/Delivery Response**: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response Logistics utilizes this phase to complete mission assignment (MA) development and coordination with the Military Support Liaison Officer (MSLO) for approval of selected sites as MOB Centers and/or Federal Operation Staging Areas (FOSA). *All requests for logistics support are directed to the NRCC Logistics Section-LRC Chief for disposition (FEMA-LRC-Chief@dhs.gov)*. The delivery of logistics response support is conducted during this phase.
- 3) Phase III – **Stand-Down Phase** -- As response operations diminish, the PFO, FCO, RRCC and NRCC demobilize the other Federal departments and agencies from their respective operations. The JFO and NRCC Logistics Sections assume responsibility and closeout of any logistics activities left unaccomplished by the other Federal agencies. Elements of the NRCC Logistics Section (LRC) assume the responsibility for residual or on-going requirements and close-out of disaster activities.
- 4) Phase IV – **Return to Preparedness** -- This phase marks the return of Response Logistics to normal day-to-day would operations. The Logistics Response Center continues as the focal point for the receipt of all requirements for Logistics support. The Logistics Planning Group resumes regularly scheduled coordination calls with eth FEMA Regions.

5. COMMUNICATION:

The MERS detachments are organized functionally. The administrative element consists of the MERS Chief, a safety officer, a security officer, and a secretary. There are three sections within the detachment: Communications, Operations, and Logistics. At the disaster site, the MERS Coordinator responds to directions and requests from the senior FEMA official. He/she also reports to HQ Mobile Operations with a MERS Daily Situation Report. The MERS detachments must be ready to deploy within six hours after activation. MERS detachment personnel can remain at the disaster site up to 21 days before being replaced. Detailed MERS Operations will not be included under Logistics CONOPS, but in a separate Communications Annex.

6. DIRECTION AND CONTROL:

The effectiveness of logistics disaster response operations depend on the coordination of all Federal logistics partners in achieving the successful delivery of required support and/or services. Roles and responsibilities assigned to the partners for the 2006 Hurricane Season include:

1) FEMA HQ Logistics:

- a. Make decision on movement of ice/water from warehouse/storage facilities to Mobilization Centers, in consultation with potentially impacted FEMA Regions and taking into consideration the USACE decision support models;
- b. Lease and maintain up to 150 reefers, in advance, that can be used to transport/store ice from cold storage facilities;
- c. Provide ESF #1/DOT, ESF #3/USACE with current storage facility inventory report to establish and maintain a common operating picture;
- d. Ensure copies of MAs and taskers for movement of commodities are provided to ESF #3 to aid in mission management;
- e. Determine restocking requirements for LC, TSS and/or cold storage facilities.

2) FEMA Regions:

- a. Coordinate and provide input to FEMA HQ Log regarding movement and multi-state allocation of commodities from National warehouses.
- b. Support ERT-A(s) until JFO is operational, to include issuing MAs and task orders for procurement and delivery of commodities when warehouse quantities are exceeded (using decision support products from USACE, DOE and taking into consideration the state's ability to provide and distribute initial supply of life-saving and life-sustaining commodities).

3) ERT-A FEMA Operations Section:

- a. Coordinate with the state(s) to determine requirements for federal commodities;
- b. Determine State's preparedness and ability to provide life-sustaining commodities for affected population;
- c. Consult with State on capability and timeframe to establish Points of Distribution (POD) in impacted areas;
- d. Request coordination support from ESF #3, if needed.

4) Department of Transportation / ESF #1:

- a. Serve as primary/lead support for transportation of ice and water from storage facilities to Mob Centers or other locations as directed by FEMA;
- b. Maintain control of commodities transported by DOT contractor until product is off-loaded and provided to the State/authorized State representative;
- c. Ensure the O&M and refueling of DOT-contractor provided or FEMA-leased reefers.

5) U.S. Army Corps of Engineers / ESF #3:

- a. Serve as FEMA's "project manager" for making sure the interagency/intergovernmental support to provide ice and water are coordinated for mission success;
- b. Provide "decision support" modeling to FEMA HQ Log, Regions, ERT-As and others;
- c. Provide mission Planning & Response Team (PRT) support to assist FEMA Operations in intergovernmental strategic planning and tracking (mission management) of ice and water. Members of the PRTs and/or Subject Matter Experts can also provide technical assistance to states that may need support in managing the commodities mission. Types of assistance may include support in determining commodity requirements (taking into consideration distribution capabilities), providing templates for establishing distribution sites, providing guidance on equipment and resource needs at distribution sites, etc;
- d. Provide Logistics PRT support to include staging operations, organizational support, resource tracking, quality assurance and technical assistance/expertise;
- e. Provide commodity procurement/delivery to restock LC, TSS, or other storage facilities as directed by FEMA HQ;
- f. Provide "traditional" commodity procurement/deliveries for events where requirements exceed warehouse supply (using decision support products from USACE, DOE and taking into consideration the states ability/preparedness for providing initial commodity needs);
- g. Maintain 24-hour POC throughout hurricane season with authority to require leased storage facility to open and recall work force;

- h. As requested by FEMA at the ERT-A, coordinate and consult with the state to help determine possible federal requirements for commodities and the state's abilities to establish distribution sites.

6) General Services Administration / ESF #7:

- a. Maintain a 24 hour POC throughout hurricane season. Representative must have authority to require leased facilities to open and recall work forces, if necessary, to begin loading process;
- b. Provide a letter to the leased facility listing personnel authorized to require the facility to open and begin loading. Copy to be provided to HQ FEMA Logistics;
- c. Contact appropriate cold storage facilities to provide immediate loading (24/7) of ice or water when tasked by HQ FEMA;
- d. Notify HQ FEMA Logistics when loading of trailers/reefers may begin.

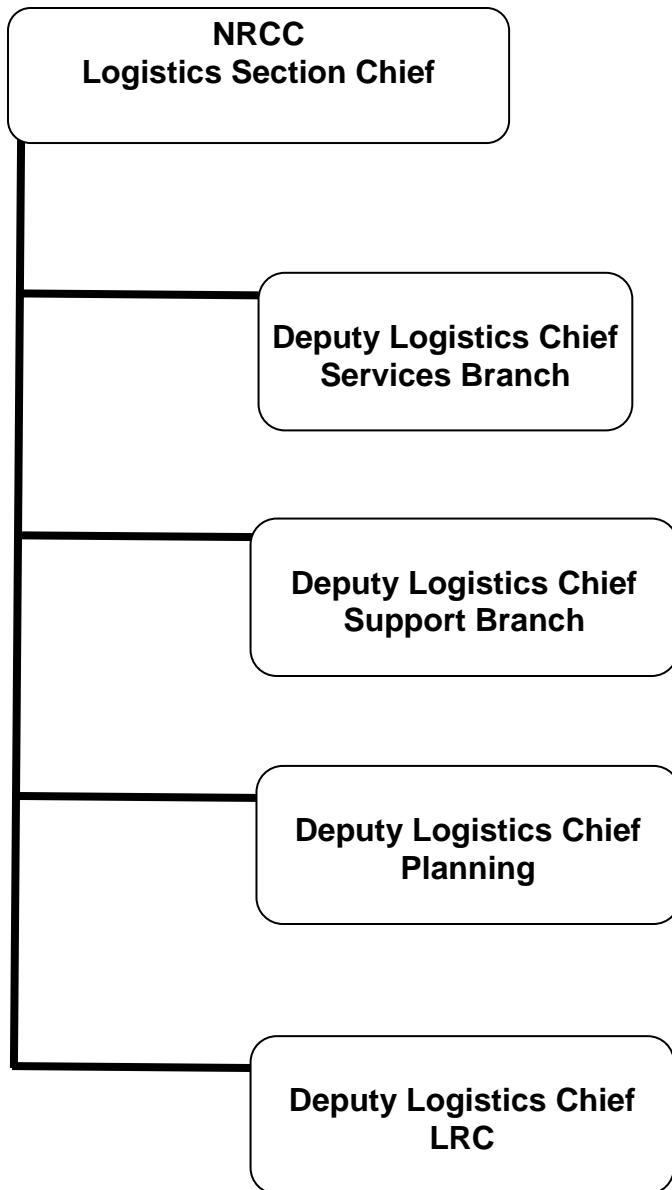
7) Department of Energy--ESF #12:

- a. Monitor and provide "decision support" information in regard to restoration of power and the resultant decline in commodity support requirements.

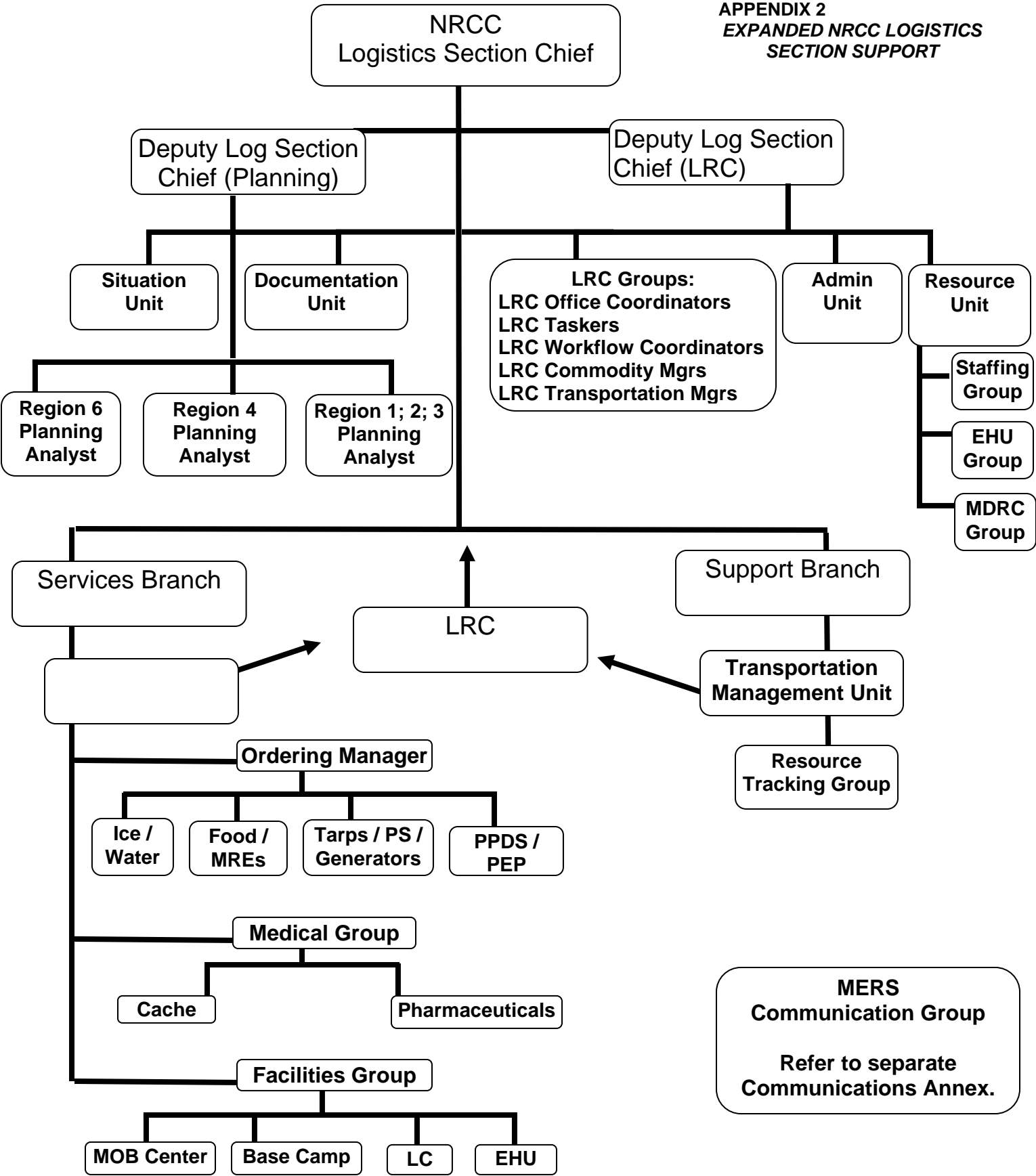
8) State Logistics Partners:

- a. Provide information on possible federal support requirements for ice and water, information on capabilities within the state to purchase commodities, staging area information, distribution plans for dispersing commodities to disaster victims (to include information on the timeline for the ramp-up of distribution sites).

APPENDIX 1 NRCC LOGISTICS SECTION



APPENDIX 2
EXPANDED NRCC LOGISTICS
SECTION SUPPORT



APPENDIX 3 – COMMODITY PRE-POSITIONED
(Quantities shown in truck loads)

LOCATION	COMMODITY PRE-POSITIONED [Data as of 5/11/06]						
	WATER	ICE	MEALS	TARPS	PPDS (40')	PPDS (20')	OTHERS
REGION 1							
MA	13	0	11	2	2	0	2
New England	50	TBD	25	20	0	0	10
REGION 2							
NJ	22	0	11	9	2	0	0
NY	22	161	12	10	4	0	0
PR	33	44	20	0	0	8	0
VI	20	0	5	0	0	3	0
REGION 3							
DC	20	20	10	0	0	0	0
DE	20	20	10	0	0	0	0
MD	164	20	11	0	0	0	46
PA	151	596	20	0	0	0	0
VA	20	20	10	0	1	0	0
WV	20	20	10	0	0	0	0
REGION 4							
AL	100	132	50	50	1	18	1
FL	0	0	0	0	0	0	0
GA	20	420	10	0	0	4	0
KY	0	0	0	0	0	0	0
MS	20	75	10	0	0	4	0
NC	122	0	111	0	0	6	0
SC	30	100	18	0	1	4	0
TN	0	0	0	0	0	0	0

REGION 6							
AR	0	0	0	0	0	0	0
LA	73	20	54	26	0	12	10
NM	0	0	0	0	0	0	0
OK	0	0	0	0	0	0	0
TX	1	35	2	0	0	4	1

APPENDIX 4 – PRE-POSITIONING ADDRESSES

Region 6

Louisiana

- Camp Beauregard/Esler
- Hammond State RSA Warehouse, Hammond, LA
- Baton Rouge Warehouse, Baton Rouge, LA
- Harahan Warehouse, Harahan, LA
- New Orleans Parish, Convention Center
- New Orleans Parish, Poland Street Warf
- St. Bernard Parish, St. Bernard, LA
- Plaquemines Parish Chasse, LA
- Lafourche Parish, Thibodaux, LA
- St. Tammany Parish, Fair Grounds Covington, LA
- National Guard Armory, Monroe, LA
- National Guard Armory, Bossier, LA
- National Guard Armory, Lafayette, LA
- National Guard Armory, Napoleonville, LA
- National Guard Armory, Deridder, LA
- National Guard Armory, Leesville, LA
- National Guard Armory, Alexandria, LA
- Louisiana Department of Public Safety and Corrections, Baton Rouge, LA

Texas

- State of TX Governor's DOEM Austin, TX

Region 4

Alabama

- FOSA Maxwell AFB, Montgomery
- Alabama TRO, Montgomery
- LC Selma
- AmerCold Montgomery

Mississippi

- Purvis
- Location either in Jackson or Hattiesburg

South Carolina

- McCrady NG, Eastover
- TBD-West of I-95
- AmeriCold Columbia

North Carolina

- Ft. Bragg, NC
- 1 Location -TBD

Georgia

- 2 Locations -TBD

Region 3**Virginia**

- VDC Sandston
- Location, Tidewater/Richmond-TBD

Delaware

- Location, Central Delaware-TBD

West Virginia

- Location, Charleston Area-TBD

Maryland

- Camp Fretterd, Resistertown, MD
- Location, Eastern Shore, MD-TBD
- Location, Baltimore Area-TBD

DC

- Co -located with Maryland, Baltimore Area-TBD

Pennsylvania

- Location, Eastern-TBD
- Location, Western-TBD

Region 2**New York**

- Grumman Facility Bethpage, NY
- Stewart Air Guard New Windsor, NY

New Jersey

- TSS Edison, Edison, NJ

Puerto Rico & Virgin Islands

- Maunabo LC Puerto Rico, Hato Rey, PR
- Camp Santiago

Region 1**Massachusetts**

- Otis AFB, Barnstable County
- DRSF Holliston
- MA Islands Duke County

New England

- Location, TBD
- AmeriCold New England

APPENDIX 5 – COMMODITY COLD STORAGE

Locations	Water	Ice	Meals
Allentown PA	111	556	0
Gateway - Atlanta GA	0	107	0
Westgate - Atlanta GA	0	139	0
Augusta GA	0	20	0
Birmingham AL	0	57	0
Boston MA	0	6	0
Carthage MO	349	163	48
Charlotte NC	92	0	96
Clearfield UT	0	22	0
Columbia SC	0	22	0
Dallas TX	0	35	0
Fremont NE	0	55	0
Fort Smith AR	0	41	0
Gloucester MA	0	4	0
Memphis TN	377	158	155
Montgomery AL	0	0	0
Nampa ID	52	98	0
Phoenix AZ	0	60	0
Russellville El Mira AR	0	98	0
Salem OR	38	0	0
Strasburg VA	9	23	0
Syracuse NY	0	161	0
Thomasville GA	0	214	0
Total Truckloads	1028	2039	299

APPENDIX 6 -- REFERENCES

Additional information on the DHS-FEMA logistics management system may be found in a number of publications. The following are the most relevant:

- A. Logistics Management Overview, FEMA Manual 9380.1-VW, December 2002 (draft).
- B. Logistics Management Operations Manual, FEMA Manual 9380.1-PR, June 2002 (draft).
- C. NRCC Logistics Section Operations and SOP Manual (under revision).
- D. JFO Operations Manual (under revision)

DHS/FEMA 2006 HURRICANE SEASON CONCEPT OF OPERATIONS (CONOPS)

ANNEX K WORKER SAFETY AND HEALTH

1. PURPOSE:

This functional annex provides guidance on response actions that will be taken by the US Department of Labor – Occupational Safety and Health Administration (OSHA) as part of the National Response Plan (NRP) through requests by the Department of Homeland Security (DHS), the Federal Emergency Management Agency (FEMA) or other Federal agencies with emergency management assignments. This annex specifically covers actions for the 2006 hurricane season (June 1 – November 30), but is general in scope to also cover OSHA activation for other disasters and emergencies. This document supports the “2006 Hurricane Season All-ESF Concept of Operations and Concept Plan” developed by DHS.

2. ADDITIONAL LEGISLATIVE AND REGULATORY AUTHORITIES:

Occupational Safety and Health Act of 1970

3. REFERENCES:

- a. Draft DHS/FEMA 2006 Hurricane Season Concept of Operations (CONOPS).
- b. Directive CPL 02-00-094 [CPL 2.94] – OSHA Response to Significant Events of Potentially Catastrophic Consequences (July 1991)
- c. Homeland Security Presidential Directive/HSPD – 5 “Management of Domestic Incidents” (February 2003)
- d. Robert T. Stafford Disaster Relief and Emergency Assistance Act (the “Stafford Act”) (as amended October 2000)
- e. National Response Plan (NRP) -December 2004

4. APPLICABILITY:

This functional annex applies to OSHA as well as its cooperative agencies under the existing NRP Worker Safety and Health (WS&H) Annex.

5. SCOPE:

OSHA will be prepared to support FEMA (DHS’ executive agent) headquarters and impacted FEMA Regions to rapidly and effectively execute and deliver an incident management response operation in support of federal, state, local, and tribal jurisdictions impacted by incidents of national significance consistent with the response actions outlined under the NRP.

ANNEX K WORKER SAFETY AND HEALTH

6. PLANNING AND OPERATIONAL ASSUMPTIONS:

- a. OSHA is the coordinating agency for this functional annex and the WS&H Annex. Cooperating agencies to the NRP WS&H Annex are
 - i. Department of Defense - USACE
 - ii. Department of Energy
 - iii. Department of Health and Human Services – NIOSH, ATSDR, NIEHS
 - iv. Department of Homeland Security -FEMA
 - v. Environmental Protection Agency
- b. OSHA response activities will be initiated and executed in compliance with the NRP and in accordance with the specific SOPs for the coordination structures including the JFO, NRCC and IAC.
- c. OSHA, with its interagency partners, will provide available NIMS/ICS qualified and key leadership personnel to support the ICS and coordination centers in safety and health related planning, activities, and operations.
- d. OSHA will use NRP-consistent, operational, funding and reimbursement procedures.

7. MISSION:

- a. OSHA will assign qualified personnel to the appropriate coordination centers (e.g. JFO, NRCC, etc.) to provide safety and health technical assistance in advance of an anticipated INS and/or hurricane event.
- b. When activated by FEMA or by any of the Primary ESF agencies for which OSHA is a support agency, OSHA will implement the Worker Safety and Health Support Annex fully or in part as dictated by the specific needs of the incident or event.
- c. OSHA will provide qualified personnel to assist the regionally deployed ERT-A's and ERT-N (if necessary) responding to, and evaluating the extent of damage caused by, a hurricane event.
- d. By fully utilizing its area office structure in the various regions, OSHA will provide status information obtained from pre-landfall coordination at the local and regional level (e.g. with local power companies, VPP partners, employee contacts) to FEMA for integration into the common operating picture during a hurricane event.
- e. Incorporating data and experience from Katrina/Rita, OSHA will ensure availability of the "Hazard Exposure and Risk Assessment Matrix for Hurricanes

ANNEX K WORKER SAFETY AND HEALTH

Response and Recovery Workers” (MATRIX) to cooperating agencies and field staff to proactively identify potential hazards to responders and institute controls. The MATRIX will be provided in hard copy and electronic media (i.e. both CD and web-based). This MATRIX will support the JFO staff in making correct risk based occupational safety and health decisions

- f. OSHA will provide a occupational exposure contaminant sampling strategy that builds on prior efforts (e.g. 2005 hurricane season experiences) to assist with risk assessment judgments by the ICS.
- g. OSHA will provide occupational injury and illness recordkeeping mechanism to track accidents, anticipate corrective actions, and prevent recurrence.
- h. OSHA will provide a template for the incident Health and Safety Plan (HASP).

8. CONCEPT OF OPERATIONS:

- a. **Pre-Hurricane Event** – OSHA will conduct a regularly scheduled monthly meeting of the NRT Worker Safety and Health Coordinating Committee during hurricane season (i.e. June through November 2006). Frequency will be increased to daily in anticipation of an identified hurricane threat (see Landfall –3 Days below).
- b. Landfall -5 Days: OSHA will identify qualified and properly outfitted personnel to represent the agency at coordination centers; and as members of the ERT-A(s) and ERT-N as necessary.
- c. Landfall - 4 Days: OSHA will initiate proactive outreach to industry partners (e.g. local power companies), employee groups (e.g. Labor Unions), responder organizations, and state/local governments to identify operational strategy, staging areas, anticipated personnel deployed, and local emergency plans. These contacts will be used to determine the OSHA strategy for initial agency response and dissemination of safety and health related information to emergency personnel. OSHA will begin discussions with FEMA as regards Mission Assignment activation to implement all or part of the NRP Worker Safety and Health Annex.
- d. Landfall -3 Days: OSHA will increase frequency of the NRT Worker Safety and Health Sub Committee calls to daily. OSHA will begin providing informational intelligence gained from industry partners, employee groups, responder organizations, and state/local governments to FEMA for inclusion in the common operating picture for the pending hurricane event. OSHA will initiate logistical provisions to transport and lodge qualified personnel assigned to the coordination centers and ERT-A team staging points.
- e. Landfall –2 Days: OSHA will identify and coordinate local agency area office personnel who will be potentially responding to the area following landfall of the

ANNEX K WORKER SAFETY AND HEALTH

anticipated hurricane. Personnel will be provided with necessary equipment, means of communication, transportation (e.g. GOV or POV approved in advance), and necessary safety and health materials for distribution to responders. Logistical provisions for the transportation and lodging of all deployed personnel will be completed and in place.

- f. Landfall -1 Day: OSHA will deploy ICS qualified personnel to the coordinating centers and ERT-A staging points. Personnel will be pre-positioned at these locations for the actual hurricane event and for the follow-up response as necessary and until relieved by replacements. OSHA, utilizing pre-scripted mission assignments will be activated by ESF 5 for Federal Operational Support in a limited fashion in an anticipation of implementation of the NRP Worker Safety and Health Annex in full or in part as determined necessary by the anticipated hurricane event.
- g. Landfall: OSHA will have all personnel and plans in place to respond to the hurricane following the assurance of the safety of its locally based personnel. Mission Assignments will be place for safety and health aspects of the response for landfall and the response that immediately will follow. These mission assignments include, but are not limited to those given to OSHA by HHS, EPA, FEMA (FEMA Safety).

9. SITUATION REPORTING:

Situation reporting will be via the HSIN and participation in pre-landfall conference calls. In particular, OSHA will continue its robust support to HHS's Secretary Operations Center.

10. MISSION ASSIGNMENTS:

Draft pre-scripted mission assignments and the Worker Safety and Health Support Annex implementation SOPs **TO BE** attached. When finalized, these will accomplish the following:

- a. Pre-position OSHA personnel at coordination centers to ensure response worker safety and health is part of the COP.
- b. Activate OSHA to implement the NRP Worker Safety and Health Annex in part or in full depending on the severity of the hurricane event. Such actions will be taken in coordination with FEMA Safety.
- c. Assign OSHA personnel to the Regional ERT-A(s) and ERT-N if necessary.

DHS/FEMA 2006 Hurricane Season CONCEPT OF OPERATIONS (CONOPS)

ANNEX L RECOVERY

1. PURPOSE

2. SITUATION

a. Planning Assumptions:

- 1) The 2006 hurricane season will likely affect more than one DHS/FEMA Region. Specific regions of concern are Regions I, II (and the Caribbean Area Office), III, IV, IV and IX (the Pacific Area Office).
- 2) Communities affected by the 2006 hurricanes will be more vulnerable to the effects of new hurricanes, with diminished capacity to respond and recover, particularly over time.

3. MISSION

- a. Assess hurricane impacts on a local, regional and State-wide basis across all recovery programs.
- b. Effectively coordinate and streamline recovery programs when indicated.
- c. Evaluate the progress of recovery and identify emerging opportunities for improving effectiveness.
- d. Promote a unified, consistent approach for Recovery Programs delivery across all impacted areas.

4. CONCEPT OF OPERATIONS.

a. Intent:

b. Phases of the Operation:

- 1) Normal Operations ("Static State" Operations: 168+ hours from expected landfall)
- 2) Heightened Situational Awareness (96 to 168 hours from expected landfall)
 - a) Attend the National Video Teleconferences for situational awareness to identify any actions or issues related to the Recovery Division; assign to appropriate Branch Chief for follow up and resolution.

- b) Ensure that the Division is represented in the action planning process facilitated by the NRCC and that the operational objectives assigned to the Division are completed in accordance with the published Action Plan
- c) Ensure that the National Processing Service Center (NPSC) is prepared to mobilize and support recovery operations.
- d) Ensure that the Division is prepared to support the activation of the NRCC.
- e) Review and validate playbooks and checklists for ESF #3, ESF #6, and ESF #14.

3) Alert, Activation, and Deployment (0 to 96 hours from expected landfall)

- a) Continue to attend the National Video Teleconferences for situational awareness and to identify any actions or issues related to the Recovery Division and assign to appropriate Branch Chief for follow up and resolution.
- b) Ensure that the Division is represented in the action planning process facilitated by the NRCC and that operational objectives assigned to the Division are completed in accordance with the published Action Plan.
- c) Ensure that the National Processing Service Centers are prepared to mobilize and support recovery operations.
- d) Request briefing on the status of the long-term temporary housing plan (if applicable). Direct modifications as needed.
- e) Coordinate with the Response Division Director to ensure planned response and recovery operations are complimentary.
- f) Monitor the status of any requests from the State(s) for emergency or major disaster declarations and ensure timely processing.
- g) Consider requests for expedited Disaster Declarations.

4) Sustained Response and Recovery Operations (H-Hour until...)

- a) Upon termination of the response and initial recovery phase, all recovery operations will be governed by the Federal Coordinating Officer (FCO).
- b) The FCO may implement the Direct Housing concept of operations.
- c) The FCO may apply the disaster housing task force concept.

- d) The FCO will continue to assess and may employ alternate and non-traditional housing and sheltering technologies and resources to include containers, prefab/modular facilities, cruise ships, hotels, convention centers, warehouses, and so forth.
- e) The FCO may employ an interim concept, strategy, and plan for supporting the voluntary, temporary relocation of disaster victims after an extraordinarily large disaster incident.
- f) The FCO will coordinate with the State to make decisions about the appropriate number, timelines, and geographic dispersal of DRCs.
- g) The National Processing Service Centers (NPSCs) may employ supplemental surge registration intake resources from the Internal Revenue Service (IRS) and contracts for private industry call centers and mail operations support.
- h) The web-based FEMA Helpline's Applicant Inquiry/Update and application process will be fully implemented.
- i) The JFO will coordinate any Public Assistance policy guidance to be issued from the JFO with FEMA HQ to ensure conformity with established policy. Public Assistance will utilize enhanced guidance on debris removal from private roads and gated communities, and use Fact Sheets for legal responsibility, debris contracting, and stumps and hand-loaded trucks.

5. LOGISTICS

a. Assistance Available (Not all programs, however, are activated for every disaster. The determination of which programs are activated is based on the needs found during damage assessment and any subsequent information that may be discovered.)

b. FEMA disaster assistance falls into three general categories:

- 1) Individual Assistance: Aid to individuals, families and business owners
 - Housing Assistance
 - Referrals to the Small Business Administration for low-interest loans
 - Other Needs Assistance
 - Crisis Counseling
 - Disaster Unemployment Assistance
 - Legal Aid
 - Volunteer agency coordination

- 2) Public Assistance: Aid to public (and certain private non-profit) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities
 - Category A: Debris removal
 - Category B: Emergency protective measures
 - Category C: Road systems and bridges
 - Category D: Water control facilities
 - Category E: Public buildings and contents
 - Category F: Public utilities
 - Category G: Parks, recreational, and other public access facilities
- 3) Hazard Mitigation Assistance: Funding for measures designed to reduce future losses to public and private property
 - National Flood Insurance Program
 - National Dam Safety Program
 - National Earthquake Hazards Reduction Program
 - National Hurricane Program
 - Environment and Historic Preservation Program
 - Pre-Disaster Mitigation Grant Programs
 - Tornado Safe Rooms
 - Multi-Hazard Flood Map Modernization Program

6. COMMUNICATION See base document

7. DIRECTION AND CONTROL See base document

8. AUTHORITIES AND REFERENCES See base document

DHS/FEMA 2006 Hurricane Season CONCEPT OF OPERATIONS (CONOPS)

ANNEX M: Public Health and Medical Services Functional Annex

Purpose

This document provides an Executive Summary of the concept of operations for coordinating the Federal public health and medical assets necessary to support the expected hurricane landfalls for the 2006 season.

Mission

The Department of Health and Human Services (DHHS) with the support of its National Response Plan (NRP) partners will manage all Federal public health, medical and medical special needs support in the United States and its territories to prepare for, respond to, and recover from the effects of the 2006 hurricane season. HHS Operating and Staff Divisions and ESF #8 Partners will provide Federal assets and capabilities to support time-sensitive life-saving, life-sustaining, public health and medical infrastructure, and stabilization missions to supplement Local, State and Tribal response and recovery capabilities.

Concept of Operations

All response and recovery planning and operational activities will be initiated and executed in compliance with the NRP, National Incident Management System (NIMS), and the HHS, ESF #8, Concept of Operations Plan for Public Health and Medical Emergencies. The 2006 Hurricane Response and Recovery Planning is focused on developing and coordinating collaborative, interagency and multi-jurisdictional operational activities and capabilities to provide for:

- Patient and Medical Special Needs Evacuations
- Life-Saving Operations
- Life-Sustaining Operations
- Restoration of Public Health, Medical Infrastructure and Medical Special Needs
- Patient Return to Location of Origin

ESF #8 response and initial recovery planning and operational activities will consider medical evacuation options and resources for individuals with special medical needs in hospitals, nursing homes, assisted living facilities, and persons living at home. Individuals with disabilities that do not require medical support/intervention but do require other means of support such as the assistance of an interpreter, the assistance of a personal caregiver to accomplish activities of daily living, and/or the assistance of a

caregiver to provide guidance in daily decision making is a shared responsibility between ESFs #1, #6, and #8.

Management and Control

ESF #8 headquarters coordination will be done through the HHS Emergency Management Group (EMG) located in the Secretary's Operations Center (SOC). The EMG will coordinate ESF #8 operations with the Incident Advisory Council (IAC), the National Operations Center (NOC), and the National Response Coordination Center (NRCC). A Senior Staff Officer (SSO), a United States Public Health Service flag officer or other high ranking HHS official will deploy to support the Principle Federal Officer (PFO). The SSO primary responsibility is to provide liaison between ESF #8 operations and the PFO. The ESF #8 Incident Response Coordination Team (IRCT) will deploy to and operate from the Joint Field Office. The IRCT will coordinate the public health and medical operations in the Operations, Planning, and Logistic cells of the JFO.

Phasing of Support

The ESF #8 Response to hurricane development will be in four phases. Details of Phase Operations are contained in the ESF #8 Hurricane Response Operations Action Steps. They are:

Phase I – Alert, Activation, and Deployment

The strategy for this phase is to alert agencies that may be required to respond and to forward deploy teams and equipment that may be required to support pre-landfall operations as well as those that may be needed immediately after landfall. Assets required immediately may include IRCTs, NDMS teams, and Federal Medical Stations and their staff. During the alert, activation, and deployment phase, the EMG ensures that HHS and other ESF #8 partners deploy with the capability of operating under austere conditions.

Alert. Following FEMA notification, ESF #8 EMG will alert primary and support departments, agencies, team personnel, and support sector staff of possible activation of personnel and assets.

Activation. It may be necessary to pre-deploy assets prior to declaration of an emergency or major disaster using FEMA surge account funds. Certain ESF #8 elements, such as NDMS, will coordinate with HHS in pre-deploying response assets, related personnel, Federal Coordinating Center points of contact, and others, as appropriate. Following the receipt of an approved Mission Assignment activating the NRCC, ESF #8, and additional Federal assets, activated team members and their associated equipment suites and caches will deploy to their designated field facilities as directed within 12 hours.

Deployment. When landfall of a major hurricane is imminent, FEMA will provide mission assignments to lead ESF federal agencies as warranted by circumstances.

Phase II - Response and Recovery Operations

Once an emergency declaration has been made under the Stafford Act, and/or a determination has been made that an event is a nationally significant public health emergency HHS will work with partners and FEMA to support the medical requirements of the local, or State authority. Ongoing and accurate public health, medical, and medical special needs status assessments are necessary for the EMG and ESF #8 Support Agencies to plan for and sustain medical response operations, to anticipate the need for follow-on personnel, supplies and equipment, and to provide other pertinent information as required to facilitate the response.

Phase III - Demobilization and Deactivation Phase

The demobilization and deactivation phase, and the associated procedures, processes, practices, and protocols, begin when the Joint Field Office determines that sufficient progress has been made in restoring minimal functionality to impacted area and that the critical life- and economy-sustaining critical infrastructures are able to support safe reentry and repopulation. A specific response asset is demobilized when its task or Mission Assignment is completed or when it is determined by the state/FEMA that the asset is no longer needed. The EMG will coordinate with the IRCT and with ESF #8 Support Agencies the demobilization of ESF #8 assets when all operational objectives are satisfied. HHS, as the lead for ESF#8 may provide technical expertise or guidance on deactivation.

Medical Care

ESF #8 coordinates and provides the appropriate level and quantity of federal medical care based on the type, extent, nature, and severity of the incident. ESF #8 will coordinate and oversee the following support functions: field stabilization and treatment, primary healthcare, inpatient care, extended care, medically-supported patient repatriation, and medical care compensation.

Mass Patient Movement and Return

Mass patient movement includes medical regulating processes and patient transportation systems to evacuate ill or injured patients from a disaster area to facilities where they may receive medical care. In its ESF#8 supporting role FEMA/NDMS will regulate patients to designated transportation hubs to definitive care.

HHS may establish a Joint Patient Movement Cell to liaison with DoD, VA, DOT and NDMS command and control elements. With participation from FEMA/NDMS, DOT, DoD, VA, GSA, ARC and local/state participating agencies, HHS will coordinate, while

relying heavily on the expertise of DoD, NDMS, and VA the availability of assets to begin movement of patients by air or by ground from patient reception areas.

HHS will coordinate return of patients and family members with DOT and other Federal partners. This will include any and all patients, medical attendants and family members moved by DoD or DOT.

Mission Assignment Subtaskings

HHS will request ESF #8 Support Agencies, HHS OPDIV and STAFFDIVs to provide available assets in support of tasks outlined in FEMA Mission Assignments. If HHS determines that the services of an ESF #8 Support Agency are needed, HHS will provide the Support Agency with a copy of the Mission Assignment, funding limitations, and other documents that will be necessary for the subtasked agency to perform the mission. HHS will use an appropriate Mission Assignment Subtasking Request form when seeking the assistance of ESF #8 Support Agencies. Support agencies must submit breakdowns of costs by sub-object class code to HHS, which must review and approve the documentation before forwarding it to DHS for reimbursement.

Logistics

HHS and ESF #8 Support Agencies will use the structures and processes described in NIMS to sustain ESF #8 deployed assets. HHS will coordinate medical and non-medical logistics support with FEMA Logistics. FEMA Logistics will be expected to provide support and facilities management at FEMA managed sites such as the JFO, marshalling sites, advance staging bases, and base camps. Examples of the support include:

- Lodging
- Food
- Local ground transportation
- Fuel
- Potable water
- Site security

The IRCT Logistics Section will also coordinate with JFO Logistics to ensure they provide a one-stop shop for logistical support, medical resupply and non medical support (transport, food, security, etc) for deployed HHS/ESF #8 assets.

1 **DHS/FEMA 2006 Hurricane Season**
2 **CONCEPT OF OPERATIONS (CONOPS)**
3

4 **ANNEX O EMERGENCY SUPPORT FUNCTIONS**
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- 6 1. Transportation
7 2. Communications
8 3. Public Works and Engineering
9 4. Firefighting
10 5. Emergency Management
11 6. Mass Care, Housing, and Human Services
12 7. Resource Support
13 8. Public Health and Medical Services
14 9. Urban Search and Rescue
15 10. Oil and Hazardous Materials Response
16 11. Agriculture and Natural Resources
17 12. Energy
18 13. Public Safety and Security
19 14. Long-Term Community Recovery and Mitigation
20 15. External Affairs
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DHS/FEMA 2006 Hurricane Season CONCEPT OF OPERATIONS (CONOPS)

APPENDIX 1 (TRANSPORTATION) to ANNEX O (EMERGENCY SUPPORT FUNCTIONS)

1. PURPOSE:

This Concept of Operations plan (CONOPS) provides guidance on response actions performed by the departments and agencies assigned to ESF #1 Transportation as part of the National Response Plan (NRP) when requested by DHS/FEMA and other Federal agencies. This plan specifically addresses ESF# 1's anticipated actions for the 2006 hurricane season. However, it outlines the general scope of duties covered by ESF # 1 during activation for other disasters and emergencies.

- a. **Applicability:** This functional annex applies to the Department of Transportation and all supporting ESF # 1 departments and agencies as well as its cooperative agencies under the existing NRP.
- b. **Scope:** ESF # 1 will be prepared to support DHS/FEMA Headquarters and all regions in accordance with the NRP.

2. SITUATION: (See base document)

3. MISSION:

Emergency Support Function (ESF) #1 – Transportation supports the Department of Homeland Security (DHS), assisting Federal agencies; State, local, and tribal governmental entities; and voluntary organizations requiring transportation for an actual or potential Incident of National Significance. Through the Department of Transportation (DOT)'s coordination role, ESF #1 integrates the DOT responsibility for Emergency Management of the Transportation System (EMTS) in the prevention/mitigation, preparedness, recovery, infrastructure restoration, safety, and security of the Nation and its transportation system.

4. CONCEPT OF OPERATIONS.

- a. **Intent:** ESF #1 is designed to provide transportation support to assist in domestic incident management. Activities within the scope of ESF #1 functions include: processing and coordinating requests for Federal and civil transportation support as directed under the National Response Plan (NRP); reporting damage to transportation infrastructure as a result of the incident; coordinating alternate transportation services; coordinating the restoration and recovery of the transportation infrastructure; performing activities conducted under the direct authority of DOT elements such as air, maritime, surface, rail, and pipelines; and coordinating and supporting

prevention/preparedness/mitigation among transportation infrastructure stakeholders at the State and local levels.

b. **Phases of the Operation:**

1) L-168 hours

- i. Participate in review and update of Logistics Plans
- ii. Participate in coordination discussions with FEMA Logistics and other logistics partners
- iii. Provide input to Logistics Execution Timeline
- iv. Assess, report, and address shortfalls and limiting factors
- v. Provide input to surge funding request

2) L-144 hours

- i. ESF-1 activated
- ii. Respond to tasking and prepared for anticipated tasking
- iii. Activate teams for deployment to mob centers and staging areas
- iv. Participate in daily Logistics planning calls
- v. Assess, report, and address shortfalls and limiting factors

3) L-120 hours

- i. Participate in daily Logistics planning call
- ii. Maintain awareness of logistics pipeline
- iii. Respond to tasking and prepared for anticipated tasking
- iv. Assess, report, and address shortfalls and limiting factors
- v. Activate Evacuation Liaison Team and initiate daily calls with HLT

4) L-96 hours

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline
- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors
- vi. Continue ELT monitoring of evacuation progress
- vii. Alert to DOT contractor and evacuation partners regarding possible resource needs
- viii. Coordinate with ESF-8 regarding patient movement

5) L-72 hours

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline

- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors
- vi. Provide input to base camp assessment
- vii. Continue ELT monitoring of evacuation progress

6) L-48 hours

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline
- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors
- vi. Continue ELT monitoring of evacuation progress

7) L-24 hours

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline
- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors
- vi. Continue ELT monitoring of evacuation progress

8) L-0

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline
- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors

9) L+24

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline
- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors

10) L+48

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline
- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors

11) L+72

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline
- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors

12) L+96

- i. Participate in daily Logistics planning call
- ii. Obtain updates from ESF-1 teams at mob sites and staging areas
- iii. Maintain awareness of logistics pipeline
- iv. Respond to tasking and prepared for anticipated tasking
- v. Assess, report, and address shortfalls and limiting factors

5. LOGISTICS: (See base document)

6. COMMUNICATION: (See base document)

7. DIRECTION AND CONTROL: (See base document)

8. AUTHORITIES AND REFERENCES:

Draft 2006 Hurricane Season Concept of Operations and Concept Plan.

Homeland Security Presidential Directive/HSPD – 5 “Management of Domestic Incidents” (February 2003)

Robert T. Stafford Disaster Relief and Emergency Assistance Act (the “Stafford Act”) (as amended October 2000)

National Response Plan (NRP) -December 2004

**DHS/FEMA 2006 Hurricane Season
CONCEPT OF OPERATIONS (CONOPS)**

**APPENDIX 2 (COMMUNICATIONS) to ANNEX O (EMERGENCY SUPPORT
FUNCTIONS)**

**96 Hours to Event (Heightened Watch Phase transition to Alert, Activation, Deployment
Phase)**

ACTION

OWNER

Industry

- Perform Weather Watch
- Determine location for pre-positioning of equipment (refuel generators, review battery supply, etc.)

Government

- | | |
|--|-----------|
| • Monitor impending event | NCC Watch |
| • Contact FEMA regional/national office to open MA for surge support for IMAs to deploy Federal staff and equipment | NCC |
| • Notify NCC Manager once FEMA has opened MA | NCC |
| • Schedule staffing teleconference with Dep Mgr NCS, N3, senior leaders from FCC, GSA, NCSD, NTIA, NIFC, DOD, OSTP, and industry | NCC Mgr |
| • Track Storm path with Hurritrak | OA |
| • Assemble Analysis Response Team and begin gathering data sets for potential area of impact (no analysis yet) | OA |
| • Notify on-duty team and initiate alert phase | NCC |
| • ESF #2 representative reports to NRCC | T&E |
| • Identify situational report requirements | NCC |
| • Designate FECC upon stand up of ECT-F | NCS |

72 Hours to Event (Alert, Activation, Deployment Phase)

ACTION

OWNER

Industry

- Continue monitoring storm path
- Verify staff for Emergency Operating Centers
- Continue to pre-position equipment (refuel generators, review battery supply, etc.)
- Review supply of critical assets and support personnel
- Prepare and distribute access letters to restoration personnel

Government

- | | |
|---|---------|
| • Coordinate staffing and availability of assets with ESF #2 support agencies | N3 |
| • Track Hurritack path in wide impact area and identify major communication assets and key customers; develop analysis slides | OA |
| • Brief industry and coordinate with Industry on analysis of key assets | NCC |
| • Receive MA and submit request for IMA deployment and other team members from support agencies to ensure travel order processing | T&E |
| • Request all ESF #2 agencies deploying communications assets to notify NCC as to assets' mission, function, size, and POC for tracking | NCC |
| • Reach out to SHARES coordination network in impacted area regarding control, management, and participation | NCC |
| • Prepare fly away kits for deployment | RCC/NCC |
| • Notify NORTHCOM to be prepared to deploy their LNO to NCC | N3 |

48 Hours to Event (Alert, Activation, Deployment Phase)

ACTION

OWNER

Industry

- Continue monitoring storm path
- Continue verifying staff for Emergency Operating Centers
- Continue to pre-position equipment (refuel generators, review battery supply, etc.)
- Continue reviewing supply of critical assets and support personnel
- Continue preparing and distributing access letters to restoration personnel

Government

- | | |
|--|-------|
| • Begin daily conference calls | NCC |
| • Refine analysis (more specific) of impact area and key communication assets; develop analysis slides | OA |
| • Brief and coordinate with industry on analysis of key assets | NCC |
| • Provide analysis to FECC | NCC |
| • Upon activation of ESF #2, deploy staff to RRCC. Number of ECT-F staff will depend on scale of event | ECT-F |
| • Participate in JTRB conference calls | NCS |
| • Activate ECT-N and historian role | NCC |
| • Coordinate with state officials on security, access and fuel | |

- | | |
|--|-------|
| (RE: procedures, contacts, and POCs) | ECT-F |
| • Continue to receive industry status on pre-deployment and staging of communications assets | NCC |
| • SHARES moves to 24-hour activation and monitoring | NCC |
| • Ask if states in impacted area have evacuation plans and routes established (RCC to notify NCC Manager when states plan on evacuating so that NCS can supply states with WPS phones) | ECT-F |
| • Pass evacuation plan to industry and track cellular industry reaction to the plan | NCC |
| • Monitor industry and/or government response and support to states' communications needs | NCC |

24 Hours to Event (Response and Recovery Phase)

ACTION

OWNER

Industry

- Continue monitoring storm path
- Continue verifying staff for Emergency Operating Centers
- Continue to pre-position equipment (refuel generators, review battery supply, etc)
- Continue reviewing supply of critical assets and support personnel
- Continue preparing and distributing access letters to restoration personnel

Government

- | | |
|---|--------|
| • Refine impact area, using SLOSH models to determine impact on key communications assets; develop analysis slides and coordinate with industry on analysis of key assets | OA |
| • If FEMA activation occurs for ESF #2, then steps in ESF #2 | ESF #2 |
| • OPLAN on activation will commence | NCC |
| • Execute ECT-N deployment | |

Event Hour (Recovery Response Phase)

ACTION

OWNER

Industry

- Coordinate with NCC Manager to obtain state's priorities for restoration as determined by state officials
- Coordinate with industry Emergency Operating Centers for assistance in restoration of services and/or equipment

- Assist NCC in restoration of key communications assets
- Continue monitoring access, security, and fuel needs in conjunction with RCC and NCC Manager
- Collaborate with Analysis Response Team on impact analysis on key communications assets

Government

- | | |
|--|------------|
| • Conduct analysis of impact of storm predicting effects | OA |
| • Provide predicted effects to FECC, NICC, DOD, and other interested agencies | NCC |
| • Brief industry on predicted effects and get feedback | NCC |
| • Recommend to state ESF #2 officials the Federal support that might need to be requested based on the impact analysis | FECC |
| • Continue coordinating with JTRB | NCS |
| • Validate and prioritize of TSP requirements | ECT-F |
| • Perform historian function | NCC Watch |
| • Complete situation reports | NCC |
| • Track MAs | NCC, ECT-F |
| • Reach out to local industry and public safety officials to coordinate fuel, security, and access | ECT-F |

Post Event (Response and Recovery Phase)

ACTION

OWNER

- | | |
|---|--------|
| • Deploy as a member of ERT-A Team | ECT-F |
| • Coordinate billeting and transportation in coordination with FEMA | ECT-F |
| • Activated ESF #2 personnel are to be deployed in accordance with internal department, agency, or communications sector SOPs and prepared to commence operations pursuant to, and consistent with, the NRP, ESF #2 OPLAN and ECT member handbooks, and applicable Incident Action Plans (IAPs) | ECT-F |
| • Notify FEMA's Automated Deployment Database (ADD) | ECT-F |
| • Collect requirements and communications status from: | |
| Communications Sector | ESF #2 |
| FECC | ESF #2 |
| Support Agencies | ESF #2 |
| • Collect requirements and communications status from: | |
| State officials | ECT-F |
| Local officials | ECT-F |
| Government agencies | ECT-F |
| 9-1-1/PSAPs | ECT-F |
| Law Enforcement | ECT-F |

- Track and prioritize actions ESF #2
- Engineer Solutions for communication gaps ECT-F
- Report status ECT-F, ECT-N, Industry
- Track resources ECT-F, ECT-N
- Track MAs ECT-F, ECT-N
- Provide feedback to requestors FECC, Industry, ECT-N
- Manage donations ECT-N

Acronyms specific to the ESF #2 Annex *for integration in the 2006 Hurricane CONOPS acronym annex.*

Acronym	Definition
ECT-F	Emergency Communications Team – Field
ECT-N	Emergency Communications Team – National
IMA	Individual Mobilization Augmentee
N3	Critical Infrastructure Protection division (NCS)
NCC	National Coordinating Center (NCS)
OA	Operations Analysis branch (NCS)
OPLAN	Operations Plan
PSAP	Public Safety Answering Point
SHARES	Shared Resources High Frequency Radio Program
T&E	Training and Exercises branch (NCS)

DHS/FEMA 2006 Hurricane Season Concept of Operations (CONOPS)

APPENDIX 3 (PUBLIC WORKS AND ENGINEERING) TO ANNEX O (EMERGENCY SUPPORT FUNCTION)

1. PURPOSE

This appendix describes the operational concept for Emergency Support Function 3, Public Works and Engineering support to the FEMA Concept of Operations for the 2006 Hurricane Season.

2. MISSION

The mission of ESF 3 under the National Response Plan (NRP) is to coordinate and organize national “Public Works and Engineering” capabilities and resources to facilitate the delivery of grants, services, technical assistance, engineering expertise, construction management and other support required to assist states, local and tribal efforts to prevent, prepare for, respond to and /or recover from an Incident of National Significance.

3. ORGANIZATION

The U.S. Army Corps of Engineers provides trained ESF 3 Team Leaders and support staff to manage ESF 3 response activities and FEMA provides trained Public Assistance Officers and support staff to manage ESF 3 recovery activities. These resources will be integrated into the JFO, RRCC, and RRCC structure to support objectives and tasks. The organizational framework is flexible and expandable to meet incident specific requirements. ESF 3 also may request assistance from the fifteen Federal Departments and Agencies that are Support Agencies for ESF 3.

4. AUTHORITIES

In addition to authorities listed in the base CONOPS, USACE has authorities under P.L. 84-99, Flood Control and Coastal Emergencies which provides USACE with specific authorities to provide advanced measures for imminent flooding, flood fighting, and restoration of certain flood control works. USACE also has other authorities to support flood hazard reduction, navigation and ports.

5. GOALS AND OBJECTIVES

As requested, ESF 3 will activate in anticipation of or immediately following, an Incident of National Significance, ESF 3 assets will integrate into and use the NIMS/ICS principles and structures and will execute ESF 3 mission assignments in accordance with the NRP.

6. CONCEPT OF OPERATIONS

a. Day-to-Day Operations (“Static State” Operations: 168+ hours from expected landfall)

- 1) Maintain Ongoing Recovery Operations: Continue to support prior hurricane season event that have ongoing missions.
- 2) State Preparedness Exercises: USACE will participate in State exercises to validate FEMA and USACE CONOP plans.
- 3) Review Past Season: Review guidance, staffing, training and reference materials to incorporate lessons learned and remedial action plans for ESF 3 and associated missions.
- 4) Prepare for Current Hurricane Season: Roster and train cadre and team personnel; maintain deployment availability/readiness for cadres and teams; update essential elements of information, reporting procedures & requirements, standard operating procedures, checklists and fact sheets; coordinate with FEMA on new/changing requirements, annual critique and USACE/FEMA Senior Leader Seminar; advertise and award advance contracts; and coordinate with support agencies on potential mission requirements. Train USACE personnel in use of NIMS/ICS at JFO/RRCC/NRCC.
- 5) HSIN: Define primary USACE users requiring HSIN logins. Initiate ESF 3 Portal.
- 6) Coordinate with FEMA for ESF 3 participation on Interagency Planning Cell, focusing on strategic planning for current event and future.
- 7) NORTHCOM Task Force: As requested, USACE will deploy representatives to support the Joint Task Force(s) established for disaster support.

b. Transition to Heightened Situational Awareness and Preparedness (168 to 96 hours from expected landfall)

- 1) ESF 3 Pre-Declaration Mission Assignments: ESF 3, NRCC and RRCC will review all pre-declaration mission assignments and make a deliberate decision whether the mission assignments will be issued to prepare teams and resources for supporting disaster operations. USACE teams and resources throughout the nation and deployment time must be factored into decisions.
- 2) National Water and Ice Teams: NRCC will make a decision as to whether the national Ice and Water Planning Response Teams (PRT) need to be activated to support commodities planning.
- 3) Team Leaders, Assistant Team Leaders, SMEs, PRTs: USACE will draft a plan for supporting DHS operations that may include the NRCC, RRCC, ERT-N, FIRST, ERT-A(s)/State EOC(s), JFO(s), NORTHCOM, and RNA(s).
- 4) Prime Power: Assess capability of Prime Power to deploy and assess plans for addressing any unmet needs.
- 5) DTOS: Confirm that DTOS systems are ready for deployment.

- 6) Modeling: Based on NHC forecast model USACE runs mission models and posts results on accessible website (begins landfall-5 days).
- c. Alert, Activation, and Deployment (96 to 0 hours from expected landfall)
- 1) ESF 3 Pre-Declaration Pre-Scripted Mission Assignments execution: ESF 3 deployed under National/Regional Activation to NRCC and RRCC(s); USACE executing PSMA's deploying ESF 3, SMEs, PRTs into JFO(s)/ERT-A(s). RNA(s) deployed. ESF 3 participating on Interagency Planning Cell and Interagency Incident Management Group if activated.
 - 2) Ice and Water: Coordinate with NRCC/LRC on ice and water portions of Commodity Distribution Plan and activation of ACI contract. ESF 3/SME coordinate with State on Points of Distribution Plan.
 - 3) Local Government Liaisons (LGL): FEMA will make a decision as to whether USACE LGLs will be activated.
 - 4) USACE Planning with States: USACE develops critical infrastructure generator plan and debris management/removal plan with State(s) which are completed 48 hrs prior to landfall. Debris removal plan concurrence by 24 hrs prior to landfall.
 - 5) Modeling: Based on NHC forecast model USACE continues to run mission models through landfall and posts results on accessible website.
- d. Sustained Response and Recovery (Mission Assignment Execution)
- 1) ESF 3 deployed to and integrated into JFO(s)/RRCC(s) and NRCC.
 - 2) Continued coordination on potential ESF 3 missions, assessing situation and providing support to FEMA/States. Routing new missions/amendments to USACE Districts/Divisions for execution.
 - 3) ESF 3 National Ice and Water teams at NRCC ordering trucks of ice and water as required and reporting status of deliveries.
 - 4) Essential elements of information for ESF 3 mission assignments will be reported daily.
 - 5) Provide Senior Federal official to the JFO Coordination Group as needed depending on the magnitude of the event.
- e. Stand Down Phase (Deactivation and Demobilization)
- Mission Closeout: ESF 3, NRCC and RRCC/JFO will review all mission assignments and make a deliberate decision on missions that are physically complete. ESF 3 will prepare close-out report.

7. INCIDENT OF NATIONAL SIGNIFICANCE

Major hurricanes or tropical storms making landfall in the U.S. or its territories in 2006 will potentially be Incident(s) of National Significance with the subsequent appointment of a Principal Federal Official by the President. The following USACE personnel are pre-designated for Incident(s) of National Significance:

- Gulf Coast Region (AL, MS, LA) – Holmes Walters

- Florida – Frank Randon
- Northeast Region (NY, NJ, PR, VI) – Mickey Fountain
- Mid-Atlantic Region (GA, SC, NC, VA, DC, MD, DE, RI) – Beau Hanna
- Texas – Allen Morse

DHS/FEMA 2006 Hurricane Season Concept of Operations (CONOPS)

TAB A (RECOVERY) TO APPENDIX 3 (PUBLIC WORKS AND ENGINEERING) TO ANNEX O (EMERGENCY SUPPORT FUNCTION)

1. PURPOSE

The purpose of the ESF 3 Public Works and Engineering (Recovery) Annex to the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) 2006 Hurricane Season Concept of Operations (CONOPS) is to provide guidance on initial actions that will be taken by DHS/FEMA, under its Public Assistance (PA) Program, in cooperation with State, local, Tribal, and private non-profit sector partners, with emergency management assignments in preparation for or in response to the 2006 hurricane season (June 1–November 30, 2006) in the United States and its territories.

2. OVERVIEW

The PA Program response to hurricanes begins with:

- Maintaining close coordination with Federal, State, local, and tribal officials to determine potential needs for support and to track the status of response and recovery activities.
- Jointly determining priorities among Federal, State, local, and/or tribal officials. Federal ESF 3 (Recovery) support is integrated into the overall Federal, State, local, tribal, nongovernmental organization, and private-sector efforts.
- Operational control of assets at the scene is retained by the designated officials representing the agency (local, State, or Federal) providing the assets.

The Recovery challenge for Hurricane Incident Management is to effectively sequence and staff infrastructure support operations and process Project Worksheets under the PA Program in a timely manner.

3. AUTHORITY

DHS/FEMA is the primary agency for providing ESF 3 Public Works and Engineering (Recovery) resources and support, to include assistance available through PL 106-390/42 U.S.C. 5121, et seq., The Robert T. Stafford Disaster Assistance and Emergency Relief Act (The Stafford Act). The Stafford Act, as administered through FEMA's PA Program, provides supplemental Federal disaster grant assistance for debris removal and disposal; emergency protective measures; and the repair, replacement, or restoration of disaster-damaged public facilities and the facilities of certain qualified private nonprofit organizations. The program also encourages protection from future damage by providing assistance for hazard mitigation measures during the recovery process. The Federal share of these expenses typically cannot be less than 75 percent of eligible costs.

4. GENERAL

ESF 3 Public Works and Engineering (Recovery) will supplement State and local emergency response actions. Close coordination will be maintained with Federal, State, and local officials to determine potential taskings and to track the status of response activities. The priority of taskings will be determined jointly between Federal and State officials. ESF 3 Public Works and Engineering (Recovery) will provide damage information to ESF 5 — Information and Planning for overall damage assessment, and inform the Emergency Response Team (ERT) Operations Section of the damage situation and activities. Support agency representatives will co-locate with personnel comprising the ESF 3 Public Works and Engineering (Recovery) to coordinate support with their agencies as necessary.

5. ASSUMPTIONS

1. The 2006 hurricane season will likely affect more than one DHS/FEMA Region. Specific regions of concern are Regions I and II (and the Caribbean Area Office), and III, IV and IX (and the Pacific Area Office).
2. Communities affected by the 2005 hurricanes will be more vulnerable to the effects of new hurricanes during the 2006 season, with diminished capacity to respond and recover, particularly over time.

6. GOALS AND OBJECTIVES

1. Activate, as needed, in anticipation of or immediately following, an Incident of National Significance.
2. Coordinate recovery and mitigation assistance to reduce duplication of effort and of benefits. This includes streamlining assistance as appropriate and identifying recovery and mitigation measures to support State and local planning efforts.

7. CONCEPT OF OPERATIONS

The following key actions reflect the activities of PA operations:

- a. Day-to-Day Operations ("Static State" Operations: 168+ hours from expected landfall)
 - 1) Coordinates logistical and fiscal activities supporting PA program priorities and activation.
 - 2) Provides guidance and coordination for debris removal from private roads and gated communities; provides Fact Sheets for legal responsibility, debris contracting, and stumps and hand-loaded trucks.
 - 3) Alert, activation, and deployment preparations and procedures are periodically reviewed including verification of deployment rosters, checklists, and fly away kits.
 - 4) Ensure PA personnel meet minimum qualifications prior to a deployment, including completion of DHS-mandated courses.

- 5) At the regional level, periodically communicate with designated State liaisons and review PA program delivery strategies and plans.
- b. Transition to Heightened Situational Awareness and Preparedness (168 to 96 hours from expected landfall)
- 1) Review and validate “playbook” and checklists.
 - 2) Review and validate internal Essential Elements of Information (EEIs), information collection strategies and methodologies.
 - 3) Review and validate internal initial actions checklists.
 - 4) Review and validate internal reporting requirements.
 - 5) Review personnel rosters and related tables of organization; project staffing needs and verify surge capacity.
 - 6) Establish and maintain required communication and coordination links with OFAs and appropriate State counterparts.
 - 7) Identify, and deploy if directed, qualified representatives to staff ESF 3.
 - 8) Initiate preliminary incident-specific information and data collection, analysis, and assessment based on available quantitative data and derived from the Hurricane Incident Collection Plan; and
 - 9) Review pre-impact analysis of the likely consequences (i.e., preliminary damage and rapid needs assessments) on the geography, demographics and population, and critical infrastructures as they relate to potential long-term impacts.
- c. Alert, Activation, and Deployment (96 to 0 hours from expected landfall)
- 1) PA Coordinator issues an alert notification in preparation for possible activation of personnel.
 - 2) PA Cadre Manager reviews readiness of cadre rosters and ensures that all critical positions are staffed with qualified personnel.
 - 3) PA NRCC Liaisons continue pre-impact analysis review.
- d. Sustained Response and Recovery Operations (H-Hour until...)
- 1) Headquarters
 - a) Assess the situation, validate resources requests, and forecast potential support needs.
 - b) Provide technical assistance to the RRCC and NRCC.
 - c) Coordinate resource requests with Federal departments and agencies and the NRCC.
 - d) Validate resource requests from the regional operation.
 - 2) Regional
 - a) Provide technical assistance to support incident priorities.
 - b) Establish communications with HQ PA and the NRCC.
 - c) Assess the situation and determine the adequacy of recovery activities.

- d) Manage the process for requests for Federal assistance.
- e) Anticipate future requirements.
- f) Coordinate requests for information and support with other ESFs and disaster program staff, as appropriate.

e. Termination, Recall, and Reconstitution (Deactivation and Demobilization)

Based on Joint Field Office operational tempo, PA transitions operations to the Long-Term Recovery Office or Regional Office when the PA mission is approaching completion.

8. SOURCE OF LOGISTICAL SUPPORT

The sources of logistical support for the conduct and operation of FEMA's Public Assistance Program is as follows:

- a. Office of the Chief Financial Officer (FEMA): Includes support items such as excepted service personnel; FEMA employee transportation, billeting, and meals and incidental expenses; communications and information technology; and consumable office and life support commodities (such as water, bedding, MREs, vaccinations and immunizations, safety gear, and the like for FEMA employees) that are periodically acquired through common rule procedures or have rates negotiated annually through the U.S. General Accounting Office. The funding source is derived initially from FEMA non-disaster specific funds for competitive contracting and award purposes. Other funding sources include FEMA's surge account for deployment and sustenance of emergency, excepted service Public Assistance Program personnel and/or FEMA's Disaster Relief Fund for the administration (wages, salaries and operations) of disaster specific taskings performed by FEMA personnel under Public Assistance Program authority.
- b. Office of the Chief Procurement Officer (FEMA): Includes support items such as emergency goods and services provided through multiple, Technical Assistance Contracts that are periodically, acquired through common rule procedures. Funding sources are derived from FEMA non-disaster specific funds for competitive contracting and acquisition purposes. Other funding sources include FEMA's surge account for contractor taskings related to the performance of preliminary damage assessments and FEMA's Disaster Relief Fund for disaster specific contractor taskings performed under Public Assistance Program authority.

DHS/FEMA 2006 Hurricane Season Concept of Operations (CONOPS)

APPENDIX 4 (FIREFIGHTING) TO ANNEX O (EMERGENCY SUPPORT FUNCTION)

1. PURPOSE:

This ESF #4 concept of operations plan is tiered to the “2006 Hurricane Season Concept of Operations and Concept Plan supporting DHS” and provides additional guidance on response actions that will be taken by ESF-4 as part of the National Response Plan (NRP) through requests by the Department of Homeland Security (DHS), the Federal Emergency Management Agency (FEMA) and other Federal agencies with emergency management assignments in preparation for the 2006 hurricane season (June 1 – November 30).

- a. **Applicability:** This Concept of Operations applies to coordinating, primary and support agencies for ESF-4.
- b. **Scope:** ESF-4 will be prepared to support FEMA (DHS’ executive agent) headquarters and all FEMA Regions to rapidly and effectively execute and deliver a consequence management response operation in support of State, local, and Tribal jurisdictions impacted by a major hurricane or tropical storm making landfall in the United States and its territories as appropriate and consistent with the response actions outlined under the NRP. However, commitments to support a severe wildfire season and/or avian influenza outbreak may impede our resource response.

2. SITUATION:

- a. **Threat Assessment:** The current wildland fire situation is already severe across the southern tier of the U. S. It is expected to intensify as summer arrives and may limit the availability of NIMS/ICS qualified resources to support 2006 hurricane response.

- b. **Planning Assumptions:**

To increase effectiveness the Agency may increase mobilization capabilities instead of staging resources

- c. **Planning Considerations:**

- 1) ESF-4 will implement NIMS/ICS in accordance with the April 2004, National Incident Management System.
 - 2) ESF-4 response activities will be initiated and executed ICW the NRP.
 - 3) ESF-4 with our interagency partners will provide available NIMS/ICS qualified personnel and Logistical Support resources.

APPENDIX 4 FIREFIGHTING TO ANNEX O ESF

- 4) ESF-4 will use NRP-consistent, operational, funding and reimbursement procedures.
- 5) ESF-4 will utilize inherent department and agency specific authorities, resources, and programs to facilitate response activities and operations during the 2006 hurricane season in accordance with the NRP.

3. MISSION:

The U.S. Forest Service as Coordinator and Primary Agency for ESF-4 will provide the necessary management and expertise to mobilize firefighting resources for the detection and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, an Incident of National Significance.

4. CONCEPT OF OPERATIONS:

- a. **Intent**: ESF-4 manages and coordinates Federal firefighting activities and provides personnel, equipment and supplies in support of State, local and Tribal agencies involved in rural and urban firefighting operations.
- b. **Operations**: ESF-4 uses established firefighting and support organizations, processes, and procedures outlined in the National Mobilization Guide and other appropriate mechanisms. Responsibility for situation assessment and determination of resource needs lies primarily with the local incident commander.
 - 1) Requests for firefighting and support assistance and resources are transmitted from the Joint Field Office (JFO) ESF-4 representative to the appropriate Geographic Area Coordination Center (GACC) or other appropriate mechanisms. For resources beyond those available within the geographic area, the requests are sent to the National Interagency Coordination Center (NICC). The NICC will notify the ESF-4 coordinator or GACC in the event of national-level shortages or unavailability of needed resources.
 - 2) ESF-4 is committed to the support of FEMA Mobilization Center management through the use of its NIMS/ICS qualified resources; however expansion of this mission to include the management of FEMA Staging Areas can not be adequately supported on a guaranteed basis. ESF-4 support in this area must be an alternate, not primary, FEMA strategy to carry out this mission.
 - 3) Actual firefighting operations are managed under ICS and supported by NIMS. Situation and damage assessment information is transmitted through established fire information channels and directly between the headquarters-level and regional-level functions according to NIMS procedures.

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c. **Mission Assignments:**

- 1) ESF-4 will provide appropriate response based upon a Mission Assignment (MA) which describes specific actions requested and in addition includes estimated assignment duration, specific personnel protective equipment (PPE) & safety requirement needs, and a reporting location with point of contact information.
- 2) MA's will be consistent with National Wildfire Coordinating Group (NWCG) work rest guide lines.
- 3) MA's will be handled at the lowest organization level. Only MA's for activities at the NRCC will be handled by the NRCC ESF-4.
- 4) Pre-scripted Mission Assignments (PSMA's) will be developed to facilitate rapid response and help standardize assignments; however, prior to a PSMA becoming a MA it must include those specifics mentioned previously in this CONOPS.
- 5) Field level decision's to change MA's for assigned resources will require approval by the ordering ESF-4 and a revision to the original MA.
- 6) Mission Assignments (MA) received by ESF-4 will require specific language describing the assignment in detail; including specific equipment, personal protective equipment (PPE) and vaccinations needed to complete the mission safely as well as the estimated duration of the assignment. With the potential for competition of resources to be high, this will allow ESF-4 to send the appropriate response and maximize utilization of our resources.

5. **LOGISTICS:** (See Base Document)

6. **COMMUNICATION:**

Situation Reporting: In addition to DHS requests, ESF-4 will provide a daily briefing to all ESF-4 Support Agencies involved in the assignment.

7. **DIRECTION AND CONTROL:**

- a. **Primary Agency:** The ESF-4 Coordinator and Primary Agency is the U.S. Forest Service (USFS).
- b. **Support Agencies:**
 - i. Department of Interior (DOI)

APPENDIX 4 FIREFIGHTING TO ANNEX O ESF

- ii. US Fire Administration (USFA)
 - iii. Department of Commerce (DOC)
 - iv. Department of Defense (DOD)
 - v. Environmental Protection Agency (EPA)
- c. ESF-4 will plan to staff all organization levels with wildland and structural firefighting personnel.
- d. Upon notification that an Emergency Response Team (ERT)-A will be assembled, ESF-4 will plan to staff the ERT-A with wildland and structural personnel to aid in the team's situation assessment and formulation of appropriate response orders.
- e. ESF-4 has a parallel structure at the national and regional levels.
- f. Primary and Support Agencies to ESF-4 also provide support to the other 14 ESF's.
 - i. Headquarters-Level Response Support Structure
 - 1. The Forest Service Disaster and Emergency Operations Branch Chief serve's as the ESF-4 coordinator. The ESF-4 coordinator or representative reports to and is a member of the National Response Coordination Center (NRCC) when activated. This position is the link to the National Director for Fire and Aviation Management at Forest Service Headquarters and ESF-4 Support Agencies.
 - 2. Upon notification from FEMA, ESF-4 will staff the NRCC with personnel from both the wildland and structural community on a 24/7 basis and will request additional support agencies as the situation warrants.
 - ii. Regional-Level Response Structure
 - 1. Federal firefighting response support is coordinated by the regional/area ESF-4 coordinator provided by the Forest Service regional/area office. The regional ESF-4 coordinator is responsible for establishing and maintaining coordination with the national ESF-4 coordinator, regional support agencies, and the JFO.
 - 2. Regional fire fighting response and logistics support is provided by the GACC and the NICC in accordance with established Mobilization Guides and through other appropriate mechanisms. Upon notification ESF-4 at both the Regional Response Coordination Center (RRCC) and JFO will be staffed by personnel from both the wildland and structural community on a 24/7 basis

APPENDIX 4 FIREFIGHTING TO ANNEX O ESF

and will request additional support agencies as the situation warrants.

8. AUTHORITIES AND REFERENCES:

Title 31, USC 1535, The Economy Act

March 2006, National Interagency Mobilization Guide

January 2006, Interagency Standards for Fire and Aviation Operations

April 2004, Interagency Incident Business Management Handbook

**DHS/FEMA 2006 Hurricane Season
CONCEPT OF OPERATIONS (CONOPS)**

**APPENDIX 5 EMERGENCY MANAGEMENT to ANNEX O EMERGENCY SUPPORT
FUNCTIONS**

1. PURPOSE: (See Base Document)

2. SITUATION: (See Base Document)

3. MISSION: (See Base Document)

ESF # 5 will provide support IAW procedures outlined in the following documents:

- a. April 2005, Emergency Support Function #5 Emergency Management Standard Operating Procedures
- b. April 2005, National Response Coordination Center (NRCC) Standard Operating Procedures
- c. April 2005, Regional Response Coordination Center/Regional Support Team Standard Operating Procedures
- d. June 2006, Draft, National (ERT-N) Standard Operation Procedures
- e. May 2006 Draft, Interagency Integrated Standard Operating Procedure Joint Field Office (JFO) Activation and Operations (Version 8.1)

4. CONCEPT OF OPERATIONS:

a. Intent:

- 1) FEMA provides staffing for ESF # 5 operations at both the national and regional levels.
- 2) ESF # 5's responsibilities at the national and regional levels are similar in nature. However, the national level role is primarily coordination, while the regional level provides most of the direct support within the impacted area.

b. Phases of the Operation: (See Base Document)

5. LOGISTICS: (See Base Document)

6. COMMUNICATION: (See Base Document)

7. DIRECTION AND CONTROL: (See Base Document)

8. AUTHORITIES & REFERENCES: (See Base Document)

APPENDIX 5 EMER MGMT to ANNEX O ESF

**DHS/FEMA 2006 Hurricane Season
CONCEPT OF OPERATIONS (CONOPS)**

**APPENDIX 6 (MASS CARE, HOUSING, AND HUMAN SERVICES) TO ANNEX O
(EMERGENCY SUPPORT FUNCTIONS)**

Goals and Objectives

- A. Activating, as needed, in anticipation of or immediately following, an Incident of National Significance.
- B. Supporting Federal agencies or organizations providing response and recovery assistance to the States, local governments, individuals, and the private sector while communicating and/or coordinating activities and assessments for additional assistance, as needed under the appropriate authorities.
- C. Coordinating recovery and mitigation assistance to reduce duplication of effort and of benefits. This includes streamlining assistance as appropriate and identifying recovery and mitigation measures to support State and local planning efforts.

Concept of Operations

The following key actions reflect the activities of ESF #6:

Day-to-Day Operations ("Static State" Operations: 168+ hours from expected landfall)

- 1. Coordinates logistical and fiscal activities supporting ESF#6 associated priorities and activation.
- 2. Designates DHS/EPR/FEMA Recovery Division staff, with specific ESF coordination responsibilities, to ensure information and coordination support to the primary and support agencies and organizations, as appropriate.
- 3. Plans and supports regular meetings with the primary and support agencies and organizations related to ESF #6 preparedness, response, and recovery activities.
- 4. Coordinate with the Office for Victims of Crime (OVC) in implementing the crisis response protocol detailed in the pending Memorandum of Understanding (MOU) between OVC and FEMA in instances when an intentional act of criminal mass violence such as an act of terrorism has occurred.
- 5. Ensures primary and support agencies and organizations are informed and involved in all meetings related to ESF #6 activities.
- 6. Ensures ESF#6 activities are discussed at regular meetings of primary and support agencies and organizations when not involved in response and recovery activities.
Note: NRCC/ESF #6 will meet quarterly or as needed and determined by the

NRCC/ESF #6 members. Each primary and support agency and organization is responsible for sending a representative, and the POCs should attend at least two of the meetings within the year.

7. Provides guidance and coordination for the crisis counseling program, disaster unemployment assistance, and disaster legal services.
8. Assists with coordination and implementation of disaster assistance programs for individuals and families.
9. Primary and support agency personnel pre-identified to support ESF #6 inform the ESF #6 Cadre Manager, through their host agency, of their availability and readiness to deploy and ensure they can be contacted in the event of an alert and activation.
10. Alert, activation, and deployment preparations and procedures are periodically reviewed including verification of deployment rosters, checklists, and fly away kits.
11. Ensure ESF #6 personnel meet minimum qualifications prior to a deployment, including completion of DHS-mandated courses.
12. At the regional level, periodically communicate with designated State ESF #6 liaisons and review human services delivery strategies and plans.

Transition to Heightened Situational Awareness and Preparedness (96 to 168 hours from expected landfall)

1. Initiate, through the NRCC, a requirement for ESF #6 partners to assume a heightened state of situational awareness; ensure direct coordination with ARC concerning impending ARC needs.
2. Review and validate “playbook” and checklists;
3. Review and validate internal and interagency Essential Elements of Information (EEl)s, information collection strategies and methodologies;
4. Review and validate internal and interagency initial actions checklists;
5. Review and validate internal and interagency reporting requirements;
6. Review personnel rosters and related tables of organization;
7. Establish and maintain required communication and coordination links with OFAs and appropriate State counterparts;
8. Identify, and deploy if directed, qualified representatives to staff the ESFLG (or NRCC, RRCC)

9. Initiate preliminary incident-specific information and data collection, analysis, and assessment based on available quantitative data and derived from the Hurricane Incident Collection Plan (ICP); and
10. Review pre-impact analysis of the likely consequences (i.e., damage and needs assessments) on the geography, demographics and population, and critical infrastructures as they relate to potential long-term impacts.

Alert, Activation, and Deployment (0 to 96 hours from expected landfall)

1. ESF #6 Coordinator issues an alert notification in preparation for possible activation of personnel.
2. Ensure ARC National Headquarters is aware of and participates in any planning related to Mass Care prior to activation.
3. ESF #6 Cadre Manager reviews readiness of cadre rosters and ensures that all critical positions are staffed with qualified personnel.
4. ESF #6 NRCC Liaisons continue pre-impact analysis review.

Sustained Response and Recovery Operations (H-Hour until...)

Headquarters

1. Assess the situation, validate resources requests, and forecast response needs.
2. Provide technical assistance to the regional ESF #6 and NRCC.
3. Coordinate ESF #6 resource requests with Federal departments and agencies and Response Logistics at NRCC. Ensure ESF#6 Mass Care Requests are given top priority for fulfillment.
4. Validate resource requests from the regional ESF #6.

General

1. Provide technical assistance to support incident priorities.
2. Establish communications with the national ESF #6 response structure.
3. Assess the situation and determine the adequacy of response and recovery activities.
4. Manage the process for requests for Federal assistance.
5. Provide reports to the national ESF #6 response structure and JFO.

6. Anticipate future requirements.
7. Consult with primary agencies and identify potential agencies/functions needed to support ESF #6 activities.
8. ESF #6 Team Leader at the JFO determines staffing requirements, oversees mission assignments, and is responsible for the overall management of ESF #6.
9. Issue Mission Assignments (MAs) as appropriate to ESF #6 Agencies for
10. Coordinate requests for information and support with other ESFs and disaster program staff (NVOAD, IAIP, and Private Sector) as appropriate.

Mass Care

1. Provide technical assistance to the State Designated Mass Care Agency.\
2. Collect information about the potential need for shelter, housing and other human services, to include review of situation reports from all sources and relevant State plans.
3. Review relevant demographic data for the affected area(s) and share information with support agencies.
4. Ensure coordination with NGO partners around sheltering and feeding.
5. Coordinate with VA on possible support for shelter locations and feeding
6. Coordinate with ESF 1 on possible evacuation
7. Coordinate with ESF 3 on ice and water support to states.
8. Coordinate with ESF 8 for info on Special needs and possible evacuation of patients.
9. Coordinate with ESF 11 for commodity availability
10. Consult with DOD for contingency planning
11. Coordinate with American Red Cross on activation of Disaster Safe website for use in family reunification.
12. Ensure ARC ESF6 staff participates in any planning for an event with Response.

13. Ensure Mass Care ARF's are being processed expeditiously in anticipation of landfall.

Housing and Human Services

1. Provide guidance for identifying potential housing resources. ie. Rental Resources, Disaster Housing Operations (DHOPS) Mobile Homes and Travel Trailers, Hotel/Motel/Other 403 emergency sheltering, etc.
2. Work with Federal, State, tribal, and local authorities on the development of a recovery plan, as appropriate.
3. Provide support for crisis counseling, disaster unemployment assistance, and disaster legal services.
4. Assist with coordination and implementation of disaster assistance programs, as appropriate.
5. Review relevant demographic data for the affected area(s) and share information with support agencies.

Termination, Recall, and Reconstitution (Deactivation and Demobilization)

1. ARC ESF#6 Mass Care staff ensure smooth transition of responsibilities to FEMA at JFO upon termination of day to day activities; ensures contact information for follow on questions with ARC National Headquarters is relayed to FEMA staff and State EOC staff
2. ESF #6 transitions operations to the Long-Term Recovery Office or Regional Office when the affected jurisdictions no longer require technical assistance or other support for recovery.

**DHS/FEMA 2006 Hurricane Season
CONCEPT OF OPERATIONS (CONOPS)**

**APPENDIX 7 (RESOURCES SUPPORT) to ANNEX O (EMERGENCY SUPPORT
FUNCTIONS)**

1. PURPOSE:

This Concept of Operations plan (CONOPS) provides guidance on response actions performed by the General Services Administration, ESF #7 Resource Support as part of the National Response Plan (NRP) when requested by DHS/FEMA and other Federal agencies. This plan specifically addresses ESF-7's anticipated actions for the 2006 hurricane season. However, it outlines the general scope of duties covered by ESF-7 during activation for other disasters and emergencies.

- a. **Applicability:** This functional annex applies to the General Services Administration (GSA) and all supporting ESF # 7 departments and agencies as well as its cooperative agencies under the existing NRP.
- b. **Scope:** ESF # 7 will be prepared to support DHS/FEMA Headquarters and all regions in accordance with the NRP.

2. SITUATION:

- a. **Planning Assumptions:** See Base Document
- b. **Planning Considerations:**

1) GSA is the primary agency for ESF # 7. ESF # 7 response activities will be initiated and executed in compliance with the NRP.

2) For Incidents of National Significance declared by the President, Federal support is provided in accordance with the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The Act provides for the reimbursement of agency appropriations used in support of a declared disaster or emergency. For events eligible for Stafford Act funding, DHS/FEMA engages GSA through a mission assignment (MA). For incidents not covered by the Stafford Act, GSA is engaged through an Interagency Memoranda of Agreement (MOA) and reimbursement is funded by the Federal department or agency requesting the support.

3. MISSION:

To assist DHS/FEMA by providing resource support through provisions of emergency relief supplies including:

General Office Supplies
Prepackaged meals (e.g., Heater meals, Meals Ready to Eat (MREs))

APPENDIX 7 GSA RESOURCES SUPPORT to ANNEX O ESF

Potable water in small containers (in coordination with ESF #3 – Public Works and Engineering)

Space; including offices, warehouses, mobilization centers and land

Office equipment

Telecommunications (in coordination with ESF 2 – Communications)

Contracting services

Transportation services (in coordination with ESF 1 – Transportation)

Contract labor required to support immediate response activities or to promote public safety

Excess and surplus Federal property

4. CONCEPT OF OPERATIONS:

a. Intent:

- 1) GSA provides staffing for ESF # 7 operations at both the national and regional levels. However, GSA may request assistance from the ESF # 7 support agencies when requirements exceed GSA's capabilities.
- 2) ESF # 7's responsibilities at the national and regional levels are similar in nature. However, the national level role is primarily coordination, while the regional level provides most of the direct support within the impacted area.
- 3) GSA has a GSA Emergency Coordinator (EC) at the national level, and a Regional Emergency Coordinator (REC) within each of the 11 Regions. In situations where the incident overwhelms the capabilities of one region, RECs request augmentation through Central Office.

b. Phases of the Operation:

- 1) Pre-Landfall Timing Considerations:
 - a. 144-96 hours out – National and Regional Emergency Coordinators will conduct teleconferences to discuss readiness and monitor the situation.
 - b. 96-85 hours out – Make notification and alert GSA's associates.
 - c. 84-72 hours out – Execute staffing schedules for the NRCC and the RRCC or JFO in the regions.
 - d. 72-48 hours out – Emergency Coordinators and their teams are deployed.

APPENDIX 7 GSA RESOURCES SUPPORT to ANNEX O ESF

- e. 24 hours out – Emergency Coordinators and teams are on location at the national and regional levels.

5. LOGISTICS:

a. Funding:

Because GSA operates on a reimbursable basis, given no budget or funding for disasters, it must receive funding before making any financial or contractual obligations. For each procurement action executed in FEMA's behalf, FEMA will provide GSA funding commitments with an appropriation document (FEMA Form 40-1). This document will contain a FEMA issued "PIID" number, the amount of funds committed, three potential sources if known, a delivery address, the name of the person responsible for receiving the service or merchandise (Project Manager (PM)), the bill to address, and will be certified by the FEMA finance Comptroller. GSA will instruct all vendors providing goods and services to bill FEMA directly. Unless FEMA directs otherwise in specific cases, all invoices for vendor payment are to be sent to the Disaster Finance Center.

6. COMMUNICATION:

Situation reporting will be via the HSIN and participation in pre-landfall conference calls.

7. DIRECTION AND CONTROL:

The following positions/personnel are provided by ESF # 7:

ESF # 7 Leaders
Contracting Officers
Telecommunication Specialists (in support of ESF # 2)
Realty and Leasing Specialists
Fleet Managers
Transportation Specialists (in support of ESF # 1)

8. AUTHORITIES & REFERENCES:

Draft 2006 Hurricane Season Concept of Operations and Concept Plan.

Homeland Security Presidential Directive/HSPD – 5 “Management of Domestic Incidents” (February 2003)

Robert T. Stafford Disaster Relief and Emergency Assistance Act (the “Stafford Act”) (as amended October 2000)

National Response Plan (NRP) -December 2004

**DHS/FEMA 2006 Hurricane Season
CONCEPT OF OPERATIONS (CONOPS)**

**APPENDIX 8 (PUBLIC HEALTH AND MEDICAL SUPPORT) to ANNEX O
(EMERGENCY SUPPORT FUNCTIONS)**

1. INTRODUCTION

- a. These response action steps complement the ESF 8 Hurricane Concept of Operations and provide action steps for coordinating and/or managing the Federal public health and medical assets required in the aftermath of a hurricane or tropical storm making landfall in the United States or its territories. It contains action steps designed to assist decision makers in directing support operations and provides for a fully scalable approach for providing assistance to State, local, and Tribal governments and jurisdictions in responding to and initiating the recovery from a major hurricane or tropical storm.
- b. This plan highlights key actions and decision points and is not intended to be a comprehensive list of actions required in response to a hurricane landfall. It should be considered a living document as it will need to be updated and revised as more information become available.
- c. Phasing of Support. The ESF 8 Response to hurricane development will be in four phases. They are:
 - 1) Heightened Situational Awareness Phase.
 - a) The purpose of the Heightened Situational Awareness Phase is to ensure that the Secretary of HHS, through the Assistant Secretary of Public Health Emergency Preparedness (ASPHEP) receives the most current and accurate situational awareness information concerning communications relevant to emerging and potential threats.
 - b) The strategy for this phase is to closely monitor events and begin review advance preparations required to facilitate an effective and timely response.
 - c) The triggering event for this phase is the receipt of a US Department of Commerce's National Oceanographic and Atmospheric Administration, National Weather Service, National Hurricane Center/Tropical Prediction Center (USDOC/NOAA/NWS/NHC/TPC) tropical advisory indicating the development of a potentially damaging tropical event (i.e., tropical

storm or hurricane). HHS and its ESF 8 Partners will assume a preparedness posture of heightened situational awareness.

- d) The HHS IMT and ESF 8 Partners will review the readiness and deployment posture of personnel and non-personnel resources in preparation to support active and sustainable field response and recovery operation, ensure US Government financial and acquisition personnel and systems are brought to and maintained at the highest state of readiness, and establish and maintain required communication and coordination links with other Federal Agencies (OFA) representatives to ensure optimal situational awareness, resource visibility, and the expected mission and objectives.

2) Phase I – Alert, Activation, and Deployment

- a) The purpose of the alert, activation, and deployment phases are to ensure that the Secretary of HHS, through the Assistant Secretary of Public Health Emergency Preparedness (ASPHEP) and ESF 8 Partners are able to mobilize, generate, and deploy a highly capable, incident-specific, and interagency public health and medical response and recovery teams and individuals to support State, local, Tribal, and private sector partners in saving lives, minimizing adverse health and medical effects, and stabilizing public health and medical infrastructure.
- b) The strategy for this phase is to make final preparation to activate and deploy ESF 8 assets at a specific time and be ready to deploy within 12 hours in support of a major hurricane or tropical storm making landfall in the United States or its territories.
- c) During the alert, activation, and deployment phases, HHS ensures that it and its OFA partners can deploy personnel and assets to and operate from austere field facilities to support State, local, Tribal, and private sector partners in saving lives, minimizing adverse health and medical effects, and stabilizing public health and medical infrastructure.
- d) Alert. The triggering event for this phase is the formal alert to the US Government's Federal Executive Branch emergency management community and its State, local, Tribal, and private sector partners by FEMA, via the FEMA Operations Center (FOC) and/or FEMA Alternate Operations Center (FAOC) to be prepared to activate and deploy at a specific time and be ready to deploy within 12 hours in support of a major hurricane or tropical storm making landfall in the United States or its territories.

- e) Following the receipt of a FEMA notification to assume an alert posture, ESF 8 IMT will issue an alert notification to primary and support departments, agencies, team personnel, and support sector staff directing them to concurrently assume an alert status in preparation for possible activation of personnel and assets.
- f) Activation. Following the receipt of an approved Mission Assignment activating the NRCC, ESF 8, and other Federal assets, activated team members and their associated equipment suites and caches will deploy to their designated field facilities as directed within 12 hours. Private sector representatives will be notified by their ESF Coordinators that an activation order has been issued.
- g) The receipt of a Mission Assignment activating the NRCC, ESF 8, and other components authorizes the deployment of personnel and assets, and provides for the possibility, but not the guarantee of (per HSPD-5), for reimbursement for travel costs (i.e., transportation, billeting, and meals and incidental expenses) and disaster-related overtime under the FEMA Surge Account or the Fund Code 6 DRF.
- h) Deployment. When landfall of a major hurricane or tropical storm, by definition a candidate Incident of National Significance, occurs or is imminent, FEMA will notify the appropriate OFA response components if and when they can deploy under a Mission Assignment.
- i) When notified, the ESF 8 IMT, primary and support agencies, and supporting facilities will need to rapidly decide on the initial level of their deployment to include whether a rapid advance deployment is needed (e.g., ERT-A), which teams will be sent where and when, who will lead the teams, what membership in the teams will be required, and to where and when fly away kits need to be sent.

3) Phase II - Sustained Response and Recovery Operations.

- a) The triggering event for this phase is a Presidential Emergency Declaration under the Robert T. Stafford Disaster Relief and Emergency Assistance Act or the Declaration of an Incident of National Significance by DHS under Homeland Security Presidential Directive (HSPD) 5, Management of Domestic Incidents.

- b) Until such time, FEMA and partner OFAs will operate under the rubrics of their inherent and organic authorities, funded by the Surge Account, in order to pre-position personnel and resources in locations favorable to providing timely and efficient access to the theater of operations.
- c) Once an emergency declaration has been made under the Stafford Act, FEMA and its OFA partners will enter the theater of operations and commence providing 24/7 support to affected local and State authorities to save lives, protect property, and stabilize critical infrastructures (Individual Assistance, Public Assistance, and Hazard Mitigation).
- d) The strategy for this phase is to rapidly deploy ESF 8 assets to assist State, tribal, or local officials by providing assistance where needed in saving lives, minimizing adverse health and medical effects, and stabilizing public health and medical infrastructure.
- e) Emergency response operations personnel assigned to Federal response and recovery operations will operate under their respective Senior Federal Official (SFO) and his/her chain of command within the April 2004 National Incident Management System (NIMS).
- f) During sustained response and recovery, activated personnel and facilities will maintain comprehensive situational awareness of the common national-level domestic operating picture as well as the specific incident or incidents in order for them to make informed operational employment and resource allocation decisions.

4) Phase III - Demobilization and Deactivation Phase.

- a) The triggering event for the demobilization and deactivation phase, and the associated procedures, processes, practices, and protocols, is initiated when the Unified Command determines that sufficient progress has been made in restoring minimal functionality to affected and impacted area and that the critical life- and economy-sustaining critical infrastructures are able to support reentry and repopulation. The demobilization and deactivation of a specific response asset is initiated when its specific task or Mission Assignment is completed or when it is determined the magnitude of the event does not warrant continued use of the asset.
- b) After the closing of the JFO, long-term recovery program management and monitoring transitions to individual agencies' regional offices and/or headquarters, as appropriate. At the

direction of the Unified Command, the various Planning Sections develop a scaleable demobilization and deactivation plan for the release of appropriate components. As the need for full-time interagency coordination at the JFO ceases, the ERT plans for selective release of Federal resources, demobilization, deactivation, and closeout. Federal agencies then work directly with their grantees from their regional or HQ offices to administer and monitor individual recovery programs, support, and technical services.

- c) As response operations begin to diminish, Incident Commanders demobilize Federal agencies from their respective operations. The SERT may remain operational at reduced staffing to ensure (a) continued visibility on the execution of longer term Mission Assignments and (b) maintain situational awareness to support additional response operations.
- d) When the Federal response effort is deactivated, specific procedures for deactivation will be followed to ensure proper record keeping and handling of contracts as well as recovery of deployed equipment and materials. Demobilization and deactivation activities are planned, coordinated, and executed to ensure that Federal, state, local, tribal, and private sector response and recovery personnel are maintained at the highest state of readiness commensurate to operational field response and recovery operations.
- e) The ESF 8 strategy is to ensure that a smooth and transparent transition to long-term recovery can be effected once decided by the Unified Command (the Incident Commander/State Emergency Manager, the FCO, and the DCO), with the concurrence of the PFO and the Governor. Demobilization and deactivation activities ensure that the appropriate elected government jurisdiction, and private sector components under local government regulation and oversight, resume direct authority for operations and administration as soon as effectively possible.

2. PLAYBOOK STRUCTURE

- a. The playbook follows the ESF 8 triggering events or phases which correspond to the FEMA phases. Required actions are listed by Departments and Agencies.
- b. The ESF 8 Hurricane Response Triggering Events are highlighted in blue, the ESF 8 strategies are highlighted in purple.

Acronyms

Acronym	Agency
ACF	Administration for Children and Families
AHRQ	Agency for Healthcare Research and Quality
ARC	American Red Cross
ASH	Assistant Secretary for Health
ASL	Assistant Secretary for Legislation
ASPA	Assistant Secretary for Public Affairs
ASPHEP	Assistant Secretary for Public Health and Emergency Preparedness
CBP	Customs and Border Protection
CDC	Centers for Disease Control and Prevention
CMS	Centers for Medicare and Medicaid Services
DHS	Department of Homeland Security
DMORT	Disaster Mortuary Operational Response Team
DOD	Department of Defense
DOS	Department of State
DPA	Defense Protection Act
DPMU	Disaster Portable Morgue Unit
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical System
EMT	Emergency Medical Technician
EMTALA	Emergency Medical Treatment and Labor Act
ESAR-VHP	Emergency System for Advance Registration of Volunteer Health Professionals
ESF	Emergency Support Function
FDA	Food and Drug Administration
FEMA	Federal Emergency Management Agency
FMS	Federal Medical Station
HHS	Department of Health and Human Services
HIPAA	Health Insurance Portability and Accountability Act
HRSA	Health Resources and Services Administration
HSAS	Homeland Security Alert System
HSC	Homeland Security Council
ICE	Immigration and Customs Enforcement
ICS	Incident Command System
ICU	Intensive Care Unit
IGA	Office of Intergovernmental Affairs
IHS	Indian Health Service
IIMG	Interagency Incident Management Group
IMT	Incident Management Team
INS	Immigration and Naturalization Service
JIC	Joint Information Center
MOU	Memorandum of Understanding
MRC	Medical Reserve Corps
NDMS	National Disaster Medical System

Acronym	Agency
NICCL	National Incident Communications Conference Line
NIH	National Institute of Health
NIMS	National Incident Management System
NRCC	National Response Coordination Center
NRP	National Response Plan
OEM	Office of Emergency Management
OGC	Office of the General Counsel
OGHA	Office of Global Health Affairs
OMCP	Office of Mass Casualty Planning
OMSPH	Office of Medicine, Science and Public Health
OPDIV	Operating Division
OPHEP	Office of Public Health and Emergency Preparedness
PHS CC	Public Health Service Commissioned Corps
PPE	Personal Protective Equipment
RD	Regional Director
REC	Regional Emergency Coordinator
RHA	Regional Health Administrator
RRCC	Regional Response Coordination Center
SAMHSA	Substance Abuse and Mental Health Services Administration
SCHIP	State Children's Health Insurance Program
SERT	Secretary's Emergency Response Team
SME	Subject Matter Expert
SOC	Secretary's Operations Center
SNS	Strategic National Stockpile
TSA	Transportation and Security Agency
U.S.	United States
USCG	United States Coast Guard
USDA	United States Department of Agriculture
USFWS	United States Fish and Wildlife Service
USG	United States Government
VA	Department of Veterans Affairs

Briefing Paper	Actions/Issues	Responsible Office
<p style="text-align: center;">Heightened Situational Awareness Phase Trigger Event 1: Receipt of Tropical Advisory Indicating the Development of a Potentially Damaging Tropical Event (Approximately H-120 to H-36)</p>		
ESF 8 Strategy: Closely Monitor Events and Begin Review of Advance Preparations Required to Facilitate an Effective and Timely Response		
	A. Planning and Coordination	
	1. Ensure that the DHHS Secretary is notified of the threat and is receiving regular updates.	SOC
	2. Activate HHS Incident Management Team (IMT) to 1 st alarm staffing levels	ASPHEP
	a. Initiate Operations Section <ul style="list-style-type: none"> i. Initiate daily Regional Emergency Coordinators Call ii. Identify liaison officer to other agencies as requested (e.g. NRCC, RRCC) iii. Roster Secretary's Emergency Response Team (SERT) and place on alert iv. Place PHS personnel on Alert v. Alert other federal personnel resources (e.g. ARC, VA) vi. Alert NDMS vii. Alert Strategic National Stockpile (SNS) viii. Alert Federal Medical Stations (FMS) logistics manager 	

Briefing Paper	Actions/Issues	Responsible Office
	<ul style="list-style-type: none"> b. Initiate Planning Section <ul style="list-style-type: none"> i. Gather data on bed counts and other critical resources ii. Identify and request SMEs from OPDIVs, and STAFFDIVs as needed iii. Assume responsibility for preparing daily report for the Secretary on status of hurricane and response operations iv. Prepare daily situational report and distribute to DHS and ESF 8 agencies v. Issue alert orders to ESF 8 agencies as required vi. Develop a draft Operations Order outlining the planned response to the incident. vii. Develop a plan for the activation and deployment of emergency teams viii. Logistics develops input for the staging of emergency relief supplies ix. Operations and Logistics Branch Chiefs identify any potential resource shortfalls or issues. 	
Paper 1	3. Confirm US Government executive structure and incident management structure	OPHEP
Paper 1	4. Assess HHS assets and command structure 5. Assess ESF 8 support agency assets and command structures	OPHEP
	6. Attend scheduled National Video Teleconferences to maintain situational awareness and to identify potential issues from the States and/or Regions. 7. Ensure that funds are available to support pre-disaster operations	
	B. Healthcare and Emergency Response	
	1. Verify response posture of NDMS teams	
	C. Surveillance, Investigation, and Protective Health Measures	

Briefing Paper	Actions/Issues	Responsible Office
	D. Pharmaceuticals, Medical Supplies and Equipment	
	1. Verify readiness status of Federal Medical Stations	
	2. Verify readiness status SNS push packages	
	E. Communications and Outreach	
	1. Ensure that initial coordination with the States health authorities is completed	
	2. Schedule and conduct a situation briefing for ESF partners and OPDIVS/STAFFDIVS	

Briefing Paper	Actions/Issues	Responsible Office
<p style="text-align: center;">Phase I Alert, Activation, and Deployment</p> <p style="text-align: center;">Trigger Event 2: Formal Alert Via The FEMA Operations Center (FOC) and/or FEMA Alternate Operations Center (FAOC) to be Prepared to Activate and Deploy (Approximately H-36 to H Hour)</p>		
ESF 8 Strategy: To Make Final Preparation to Activate and Deploy ESF 8 Assets Within 12 Hours in Support of a Major Hurricane or Tropical Storm Making Landfall in the United States or Its Territories		
	A. Planning and Coordination	
	Alert Actions	
	1. Ensure that the DHHS Secretary continues to receive regular updates	
	2. Continue daily Regional Emergency Coordinators Call	
	3. Continue to attend scheduled National Video Teleconferences to maintain situation awareness and to identify potential issues from the States and/or Regions.	
	4. Continue attendance at scheduled National Video Teleconferences to maintain situational awareness and to identify potential issues from the States and/or Regions.	
	5. Continue preparing daily report for the Secretary on status of hurricane and response operations	
	6. Continue daily situational report development and distribution to DHS and ESF 8 agencies	
	7. Issue additional alert orders to ESF 8 agencies as required	

Briefing Paper	Actions/Issues	Responsible Office
	8. Refine draft Operations Order outlining the planned response to the incident.	
	Activation Actions	
	1. Activate HHS IMT to 2 nd Alarm staffing levels <ul style="list-style-type: none"> a. Initiate logistics section b. Expand Ops, Planning, and SME cells 	SEC HHS/OPHEP
	B. Healthcare and Emergency Response	
	Deployment Actions	
	1. Initiate deployment actions for appropriate ESF 8 Regional resources (e.g., HHS Regional Emergency Coordinator or Regional Health Administrator) to the Regional and State Operations Centers as appropriate.	OPHEP
	2. Deploy SERT(s) including SMEs if necessary	
	3. Stage public health, medical and mental health personnel assets if necessary	
	4. Deploy NDMS teams as required	DHS/FEMA
	C. Surveillance, Investigation, and Protective Health Measures	
	TBD	CDC
	D. Pharmaceuticals, Medical Supplies and Equipment	
	1. Stage assets if necessary <ul style="list-style-type: none"> a. Medications and medical supplies (SNS) b. FMS caches 	
	E. Communications and Outreach	

Briefing Paper	Actions/Issues	Responsible Office
	1. Maintain contact with States health authorities	
	2. Continue situation briefing for ESF partners and OPDIVS/STAFFDIVS	

Briefing Paper	Actions/Issues	Responsible Office
<p style="text-align: center;">Phase II - Sustained Response and Recovery Operations Trigger Event 3: Presidential Emergency Declaration under the Robert T. Stafford Disaster Relief and Emergency Assistance Act or the Declaration of an Incident of National Significance (H Hour – Start of Phase III)</p>		
ESF 8 Strategy: Rapidly Deploy ESF 8 Assets to Assist State, Tribal, or Local Officials by Providing Assistance Where Needed in Saving Lives, Minimizing Adverse Health and Medical Effects, and Stabilizing Public Health and Medical Infrastructure		
	A. Planning and Coordination	
	1. Declare an Incident of National Significance and activate the National Response Plan (NRP).	President or Sec. DHS
	2. Make determination of Public Health Emergency	Sec HHS
	3. Activate IMT to General Alarm Staffing levels <ul style="list-style-type: none"> a. Expand Ops, Planning, Log, and SME cells as required b. Initiate Administration/Finance section c. Request LNO from ESF 8 partners as required (e.g. DOT, DoD, VA, NDMS, ARC) 	ASPHEP
	B. Healthcare and Emergency Response	
	1. Deploy NDMS assets as required	DHS/FEMA
	2. Deploy staged personnel IAW Mission Assignments <ul style="list-style-type: none"> a. SERT b. Public Health, medical , and mental health c. LNOs 	DHHS/VA

Briefing Paper	Actions/Issues	Responsible Office

Briefing Paper	Actions/Issues	Responsible Office
<p style="text-align: center;">Phase III - Demobilization and Deactivation Phase</p> <p style="text-align: center;">Trigger Event 4: Unified Command Determines that Sufficient Progress has been made in Restoring Minimal Functionality to Affected and Impacted Area and that the Critical Life- and Economy-Sustaining Critical Infrastructures are able to Support Reentry and Repopulation</p>		
ESF 8 Strategy: To Effect a Smooth and Transparent Transition to Long-Term Recovery		
	A. Planning and Coordination	
	1. Determine with FEMA and local authorities that sufficient progress has been made in restoring minimal functionality to affected and impacted area and that the medical and public health infrastructures are able to support reentry and repopulation.	
	2. At the direction of the Unified Command, develop a scaleable demobilization and deactivation plan for the release of appropriate ESF 8 components.	
	3. Scale SERT to reduced staffing to ensure (a) continued visibility on the execution of longer term Mission Assignments and (b) maintain situational awareness to support additional response operations.	
	4. Capture after-action comments	
	5. Demobilize and deactivate specific response assets when its specific task or Mission Assignment is completed or when it is determined the magnitude of the event does not warrant continued use of the asset	
	6. Scale down IMT operations commensurate with field activities	

[illegible]

DHS/FEMA 2006 Hurricane Season Concept of Operations (CONOPS)

APPENDIX 9 (URBAN SEARCH AND RESCUE) to ANNEX O (EMERGENCY SUPPORT FUNCTIONS)

1. PURPOSE:

This functional annex provides guidance on response actions that will be taken by the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) and its Federal, State, and local partners as part of the National Response Plan (NRP) through requests by the Department of Homeland Security (DHS), the Federal Emergency Management Agency (FEMA) or other Federal agencies with emergency management assignments. This annex specifically covers actions for the 2006 hurricane season (June 1 – November 30), but is general in scope to also cover OSHA activation for other disasters and emergencies. This document supports the “2006 Hurricane Season All-ESF Concept of Operations and Concept Plan” developed by DHS.

a. Applicability: This functional annex applies to all ESF # 9 departments and agencies as well as its cooperative agencies under the existing NRP.

b. Scope: DHS/FEMA and other ESF # 9 departments and agencies will be prepared to support FEMA (DHS’ executive agent) headquarters and impacted FEMA Regions to rapidly and effectively execute and deliver an incident management response operation in support of federal, state, local, and tribal jurisdictions impacted by incidents of national significance consistent with the response actions outlined under the NRP.

2. MISSION:

Emergency Support Function (ESF) #9 – Urban Search and Rescue (US&R) rapidly deploys components of the National US&R Response System to provide specialized lifesaving assistance to State, local, and tribal authorities in the event of an Incident of National Significance. US&R activities include locating, extricating, and providing onsite medical treatment to victims trapped in collapsed structures.

3. CONCEPT OF OPERATIONS:

The following actions outline the procedures ESF-9 Urban Search and Rescue will undertake in the preparation and response to an impending hurricane for the 2006 hurricane season. This information should be included in the 2006 Hurricane CONOPS:

a. Normal Readiness Period

- 1) The 28 US&R task forces (TFs) routinely identify their state of readiness on a monthly basis by updating their status on the DisasterHelp US&R website

status table. TFs answer a series of nine questions related to their readiness and ability to respond. Any TF can update a non-response status change at any time.

- 2) The Red, White and/or Blue US&R Incident Support Team personnel are queried by a FEMA Communicator broadcast message for their availability for their respective duty month. The three ISTs rotate duty on a monthly basis. IST deficits are filled as needed for the duty month.

b. Hurricane Contingency Planning Period

- 1) Pre-Landfall Timing Considerations
- 2) 144-96 hours out — US&R Program staff participates in a Response Division / Affected Region meeting/telcon to discuss the situation as scheduled
- 3) 96-84 hours out — Response Division makes determination of specific resources to be activated / mobilization and travel reporting time calculated
- 4) 96-84 hours out — Pre-landfall staging location(s) selected in concert with the FEMA Logistics Branch / billeting locked in for the identified number of personnel. Pre-landfall staging area billeting, feeding, other support requirements set in place.
- 5) 84-60 hours out — Activation orders developed and forwarded to assigned resources. Advisory pager and email broadcasts made to the US&R System. US&R teleconference conducted with the assigned US&R IST command personnel and task force leaders of the activated task forces to address activation, mobilization and staging issues.
- 6) 48 hours out — activated resources on location / in place at assigned staging location

Attendance table for initial and subsequent hurricane contingency planning meetings / teleconferences:

Hurricane Contingency Planning Meeting/Telcon			
	POSITION	PRIMARY	ALTERNATE
1	Response Division Director	Mike Lowder	
2	Operations Branch Chief	Bill Lokey	
3	ERT-A / ERT-N Leader(s)		
4	ERT-A / ERT-N Ops		
5	ERT-A / -N Em Srv Br		
6	ERT-A / ERT-N Log		
7	Respective FEMA Region		
8	FIRST Team	Nick Russo	

Hurricane Contingency Planning Meeting/Telcon			
	POSITION	PRIMARY	ALTERNATE
9	NDMS Section / Chief	Jack Beall	Mark Russo
10	MST Leaders		
11	US&R Section / Chief	Mike Tamillow	Wanda Casey
12	IST ESF-9 and IST		
13	IRS Section / Chief	Mike Pawlowski	Dick Gray
14	Logistics Branch Chief	Gary Moore	Chuck Hutchins
15	Logistics Field Support	MaryAnn Veitch	
16	Logistics Travel /	Jules Hurst	
17	Logistics APO Support		
18	Frederick MERS	Chris Turner	Bob Speakman
19	Response Services Branch	Morris Boone	
20	Contracting Officer		
21	FEMA Security	Greg Cooper	Don Pope
22	GIS / Mapping	John Perry	Michelle Bonifas
23	FEMA Public Affairs	Natalie Rule	Debra Wing
As Required			
1	US Coast Guard	Ted White	Dan Karlson
2	Dept of Interior	Mike Pierce	Dan Pontbriand

In order to meet the operational requirement for APO support for the US&R IST Teams the following candidates have been selected to meet mission requirements. Nine individuals are named: The first is the PMU/AIC POC over the program area. The remaining eight individuals will provide two APO members for each of three IST teams (Red, White & Blue) and two members would provide minimal rotation personnel to prevent burn out.

APO Personnel for USAR IST Teams – Revision 1 – April 5, 2006			
Name	Status	Role	Present Location
Holmes, Melanie	CORE	PMU / AIC POC	MWEOC
Ladd, Robert	DAE	APO Cadre	Louisiana
Moore, Tierra	DAE	APO Cadre	Louisiana
Stout, Reanna	DAE	APO Cadre	Maryland, Cumberland Stage

APO Personnel for USAR IST Teams – Revision 1 – April 5, 2006			
Name	Name	Name	Name
Bacot, Lori	DAE	APO Cadre	Mississippi
Kersey, Beverley	DAE	APO Cadre	Sulphur, LA
Barbieri, Kristin	DAE	APO Cadre	Punta Gorda, FL
Cabezas, Louis	DAE	APO Cadre	Sulphur, LA
Kendrick II, Edgar	DAE	APO Cadre	Baton Rouge, LA

- 1) In order to meet the operational requirement for financial contractor support for the US&R IST Teams the following candidates have been selected to meet mission requirements:

- Jonathan Gibb (Red IST-A)
- Jay Cohen (White IST-A)
- Sandra Park (Blue IST-A)

- 2) The staging site of US&R response resources is based on the following rationale:

- Within the basic Operations Branch target of having resources within a general 4-6 hour response to potential impacted areas after the storm passes
- Situated on the calmer side of the current projected storm path, if possible
- Good access to interstate highways
- Good local airport support for IST arrivals
- Good rental vehicle access for IST requirements

- 3) US&R resources requirements by the projected hurricane category (rules-of-thumb, adjusted as required):

- **Category 3 Hurricane:** One US&R IST and six TFs
(318 personnel)

One (1) 22-person US&R IST

Rental SUVs (Log Branch) = 10

Two (2) Type I 80-person task forces

Two X 10 vehicles = 20

Four (4) Type III 34- person task forces

Four X 7 vehicles = 28

Vehicles: 58

- **Category 4 Hurricane:** Two US&R IST and nine TFs
(488 personnel)

Two (2) 22-person US&R IST

Rental SUVs (10 per IST) =	20
Three (3) Type I 80-person task forces	
Three X 10 vehicles =	30
Six (6) Type III 34- person task forces	
Six X 7 vehicles =	<u>42</u>

Vehicles: 92

- **Category 5 Hurricane:** Two US&R ISTs and twelve TFs (636 personnel)

Two (2) 22-person US&R ISTs	
Rental SUVs (10 per IST) =	20
Four (4) Type I 80-person task forces	
Four X 10 vehicles =	40
Eight (8) Type III 34- person task forces	
Eight X 7 vehicles =	<u>56</u>

Vehicles: 116

- 4) Task force activation selections —The US&R Program Office will implement the use the box assignments for the upcoming 2006 Hurricane Season. When the FEMA Response Division makes a determination to activate and/or pre-landfall stage resources, the state in which the projected track of the storm will determine which box table will be used. Refer to *US&R Program Directive - 2006-005 — US&R Activation “Box Assignments”* – 03-10-06.
- 5) When the Response Division begins pre-landfall staging activities, the US&R Program Office will use the box assignment of the state in which the projected storm track strikes. Once selected, the box assignment and its order will be used for the balance of the incident, even if the storm track should move and subsequently cross to an adjacent state.
- 6) The box assignment tables will be used whenever “closest forces” selection is necessary (i.e., selection of the initial closest task forces prior to the use of the US&R Activation Rotation Model for subsequent activations). The Program Office will work with each task force on the actual method of movement.
- 7) In box assignment states where National US&R task forces reside, their listing has been grayed out on the table. Unless otherwise directed by the FEMA Response Division, the resident task force will be bypassed and considered to be a state resource that is unavailable.

Example — Projected hurricane track indicates a Texas landfall (assuming August):

The FEMA Response Division determines that eight US&R task forces are to be staged pre-landfall. The US&R Program Office would use Box Assignment #43:

URBAN SEARCH & RESCUE RESPONSE PROGRAM
ACTIVATION BOX ASSIGNMENTS BY STATE

Box #43 — Texas (Houston – 77003)			Box #44 — Utah (Salt Lake City – 84103)		
TASK FORCE	MILEAGE	HOURS @ 55 MPH	TASK FORCE	MILEAGE	HOURS @ 55 MPH
TX-TF1 77842	96	1.75	UT-TF1 84115	6	0.11
TN-TF1 38127	656	11.93	NV-TF1 89119	432	7.85
NE-TF1 68502	880	16	CO-TF1 80225	542	9.85
NM-TF1 87102	892	16.22	NM-TF1 87102	627	11.4
MO-TF1 65202	922	16.76	CA-TF7 95652	646	11.75

TX-TF1 (shaded in gray) would be considered a state resource, so TN-TF1, NE-TF1 and NM-TF1 would be selected as the three closest task forces for activation along with the Blue US&R IST (as denoted by the month colored blue in the left-most column below).

The Program Office would then use the 2006 Task Force Rotation Model (refer to *Program Directive 2005-028 – Task Force Rotation Model* – 10-13-05 for calendar 2006).

NATIONAL URBAN SEARCH & RESCUE RESPONSE SYSTEM
2006 ROTATION MODEL

IST	REGION	1ST Rotation	2ND Rotation	3RD Rotation	4TH Rotation	5TH Rotation	6TH Rotation	7TH Rotation	8TH Rotation	9TH Rotation
AUG	W	CA-TF8	CA-TF3	WA-TF1	CA-TF6	CA-TF2	CA-TF7	CA-TF5	CA-TF4	CA-TF1
	C	IN-TF1	MO-TF1	TX-TF1	UT-TF1	AZ-TF1	TN-TF1	CO-TF1	NM-TF1	NE-TF1
	E	VA-TF2	MA-TF1	VA-TF1	MD-TF1	FL-TF2	OH-TF1	NY-TF1	FL-TF1	PA-TF1
SEP	W	CA-TF3	WA-TF1	CA-TF6	CA-TF2	CA-TF7	CA-TF5	CA-TF4	CA-TF1	CA-TF8
	C	MO-TF1	TX-TF1	UT-TF1	AZ-TF1	TN-TF1	CO-TF1	NM-TF1	NE-TF1	NV-TF1
	E	MA-TF1	VA-TF1	MD-TF1	FL-TF2	OH-TF1	NY-TF1	FL-TF1	PA-TF1	VA-TF2

Five additional task forces are required, so the Program Office will use the task forces in the first column and select them in the order of proximity, using the calculated mileages on the Box Assignment order of dispatch. As such, IN-TF1, then VA-TF2 and CA-TF8 would be selected. Then moving to the next column, MO-TF1 and then CA-TF3 would round out the additional five (again selected and based on the Box Assignment order of proximity). The next task force if needed would be MA-TF1, and we would proceed then to the third column.

— US&R Pre-Landfall Staging Worksheet —

Support from US&R Program Office				
1	Xxx US&R IST (up for month of Xxxxx)			
2	IST-A Admin Cache (Mt Weather - 20135)	Joe Hiponia	202-646-3511 202-669-4185	
3	IST-A Support Cache (Ft Worth TLC - 76115)			
4	US&R Command Vehicles(Herndon - 20171)	Dave Webb	571-203-9721 202-731-0638	
5	US&R Communications Vehicle(s)			
Communications Support from/to Frederick—MERS (for each activated US&R IST)				
1	(1) Comm Service Truck	Chris Turner	301-370-1950	
2	(1) Comm Tower Trailer			
3	(2) Comm Tech/Spclst			
4	(1) IT Contractor/Spclst			
5	(8) MSV satellite telephones (MWEOC)			
6	Frequency Assignment (NDMS/US&R Comm)	Bob Speakman	301-294-4315	
7	_____ # of US&R TF Comm Technicians			
12	_____ # of US&R TF CDL Drivers			
13				
	Housing Rqrmnts for: _____ US&R ISTs _____ Type I TFs (@ 80 personnel each) _____ Type III TFs (@ 34 personnel each) _____ Total # of personnel	Jules Hurst	202-646-3604 202-528-9228	
Additional Support from FEMA HQ				
1	_____ Logistics Specialists (Log Branch)	Mary Ann Veitch	202-646-3852 240-372-4313	
2	_____ Contracting Officer (R.S.)	Morris Boone	202-646-3983	

	Branch)		202-577-7267	
3	Security Cadre Member (FEMA Physical Security) Two (2) FPS Officers for each TF Two (2) FPS Officer for each US&R IST	Greg Cooper Don Pope	8202-646-4391 202.646.2836	Also for badging, if required
4	GIS Specialist (ITS Mapping & Analysis)	John Perry Michelle Bonifas	202-646-2817 202-646-3917	
5	USACE Structures Spclsts (5 per strike teams)	Bill Irwin Kelly Aasen	202-439-7052 415-286-6084	Tom Niedernhofer 510-393-9734

Push Packages From Logistics Centers For US&R Deployments

1 - Tractor and 53' trailer with MREs

Tractor and trailer, CDL driver provided by FEMA Logistics

1 - Tractor and 53' trailer with bottled w

Tractor and trailer, CDL driver provided by FEMA Logistics

1 - Tractor and 53' reefer trailer with ice

Tractor and trailer, CDL driver provided by FEMA Logistics

1 - Tractor and 53' trailer with US&R Summer equipment cache

Tractor and trailer US&R owned, 2-CDL drivers provided by US&R

1 - Tractor and 53' trailer with US&R re-supply cache (SM)

Tractor and CDL driver provided by FEMA Logistics, trailer US&R-owned

1 - Tractor and LANDOL trailer with 2-13k and 2-5k forklifts

Tractor and Landol trailer, CDL driver, 1- 15k and 1- 5k forklifts provided by FEMA Logistics

1 - Commercial car transport trailer and tractor with 10 Gators

Tractor and trailer, CDL driver provided by FEMA logistics, Gators US&R owned

1 - Tractor and 53' trailer with IST admin / communications (Herndon, VA)

Tractor and trailer US&R owned, 2 - CDL drivers provided by US&R

10 - SUV full size 4x4 vehicles for IST personnel at arriving airport

SUVs to be provided by FEMA logist

15 - Fleet Fuel / non- fuel cards - Surge and Declaration funded

Cards provided by FEMA Logistics

1 - Communications Suburban for forward operati

Vehicles US&R owned

1 - Communications tower truck and service technician

Tower truck and technician provided by FEMA

MERS

1 - Tractor and Trailer with 2 - 60KW generators with distribution boxes and cords

Tractor trailer and generators provided by FEMA

Logistics

1 - MEOV or MDRC with driver and technician

MDRC provided by MERS /

Logistics

1 - Tractor and trailer with 4000-8000 gal. Non-potable water

Tractor and trailer provided by FEMA

Logistics

1- Mobile fuel tanker with 2500-10,000 gal MO-Gas (87 Octane) with distribution capabilities

Tanker provided by FEMA

Logistics

1- Mobile fuel tanker with 2500-10,000 gal commercial grade diesel fuel

Tanker provided by FEMA

Logistics

1 - Mobile shower trailer

Tractor and trailer provided by FEMA

Logistics

XX - Hotel rooms in staging areas / cities

Rooms provided by FEMA

Logistics

Additional Considerations

Field Kitchen

Laundry Trailer

Latrine / Porta-potties

Perimeter Fencing

Boats, Zodiacs

Puerto Rico/U.S. Virgin Islands Considerations

- Jacksonville, FL will be the identified pre-landfall staging area for US&R response to the islands. All identified US&R resources (as outlined previously) will report to the Jacksonville staging area 48 hours in advance of storm landfall in the island(s).

- *US&R Program Directive - 2006-005 — US&R Activation “Box Assignments”* has been revised (5 May 2006) to include Box #52 for the run order for this location.
 - All FEMA Logistics support for the task forces and IST will be pre-staged in Jacksonville for response to the islands.
- During the initial contingency planning and telcon sessions, the Response Division, FEMA Region II, the assigned ERT and IST leadership will address specific requirements for all pre-landfall staging and other support and mission requirements. Maynard MERS will likely be comm support for response to the islands.
- Puerto Rico has a modest US&R capability. The assigned ERT and IST will work with FEMA Region II on any interpreter requirements.
- FEMA Region II has identified possible hardened facilities for pre-staging in the islands. An IST and one Type I or one Type III task force may be forward deployed prior to storm landfall. This determination will be made by FEMA Region II and the assigned ERT and IST leadership.
- Operational Staging Areas (OSAs). The OSAs in Puerto Rico are planned at:

Location	Type of Area	Coordinates ^[1]	POC
Camp Santiago	PR NG Armory	67.136520 W 18.027116 N	Armory Manager
Ramey (Aguadilla)	Civil airfield	67.122754 W 18.493238 N	Airport Manager
Ponce	Harbor facilities	66.504177 W 18.014284 N	Harbormaster

- The OSAs in USVI are planned at:

Location	Type of Area	Coordinates	POC
St. Thomas:			
Cyril E. King Airport	Civil airfield	64.973360 W 18.337310 N	Airport Manager
Guy Benjamin Elementary School	School yard	64.691390 W 18.332220 N	Principal
St. Croix:			
Henry E. Rohlsen Airport	Civil airfield	64.8000 W 17.7000 N	Airport Manager
Hamilton Airport	Civil airfield	64.8650 W 17.7230 N	Airport Manager
St. Johns	Harbor facilities		Harbormaster

Puerto Rico/U.S. Virgin Islands Considerations (continued)

- The majority of staged resources will remain ready in Jacksonville until the storm has passed. Depending upon the projected strength of the storm, the following rationale may prove useful for planning purposes. FEMA Region II, the assigned ERT and IST leadership will make final determinations based on the latest information:
 - **Category 3 storm:** Have transport aircraft on a standby/ready basis (i.e., six-hour availability, etc.) for arrival in Jacksonville for subsequent US&R forward movement.
 - **Category 4 storm:** Have transport aircraft in place/on the ground in Jacksonville for subsequent US&R forward movement.
 - **Category 5 storm:** Have transport aircraft in place/on the ground in Jacksonville, with identified US&R caches/vehicles loaded and ready for immediate deployment, for subsequent US&R forward movement.
- Vehicle requirements for air transport and/or use in the islands will be determined by FEMA Region II, the assigned ERT and IST leadership. In some cases, tractor-trailers may prove problematic on the small roads in some islands.
- Pre-landfall staging in Jacksonville will allow for having US&R resources in a good location should these resources not be needed in the islands, but should the track of the storm become a concern for the U.S. mainland.

Pre-Landfall Staging Period

- Activated resources arrive on location/in place at assigned staging location 48 hours in advance of the storm landing.
- The US&R IST(s) coordinates with the respective ERT-A/ERT-N leadership and with all Task Force Leaders of the staged task forces. Chain of command and reporting requirements identified.
- US&R IST(s) ensures the reception of logistical support resources (trailers of meals, water, ice, etc.)
- The US&R Program Office assigns US&R Specialists to all locations/entities requested (i.e., RNAs, RRCCs, state EOCs, ERT/JFO, etc.)
- The US&R Program Office will address all staffing requirements for the Program Office and ESF-9 Desk in the NRCC. The Program Office will coordinate the scheduling and use of liaison personnel at the Program Office/NRCC from the U.S. Coast Guard and/or the Dept. of Interior for operational integration as required.

Mission Assignment/Operations Period

- The US&R IST(s) and task forces move forward to their assigned location(s) in accordance with affected State requests through the ERT-A/ERT-N.
- The US&R IST(s) identifies and reports to the local incident command post/Incident Commander of the affected jurisdiction. As directed, the US&R IST and task forces will

usually integrate into or establish a US&R Branch in the Operations Section of the ICS structure and operate as assigned.

- The IST ESF-9 Leader on the US&R IST(s) (a full-time Federal employee from the US&R Program Office or a Regional Office), along with the IST Leaders, will ensure the effective coordination, interaction and reporting through the Emergency Services Branch Director in the Operations Section of the ERT-A/ERT-N/JFO throughout the course of the mission.
- The US&R Program Office will conduct regularly scheduled informational (not command and control) teleconferences with the US&R IST ESF-9 Leader and IST Leaders for clarity of the common operating picture and incident situation.
- The US&R Program Office will coordinate closely with the sponsoring agency chiefs/heads usually way of scheduled teleconferences to keep them apprised of the common operating picture and incident situation.
- The US&R IST(s) will review and develop the need for additional tactical resources or support requirements as required for incident operations. Requests will be filled by the US&R Program Office and/or the FEMA Logistics Branch from requests made through the respective ERT/JFO to the NRCC as required.
- The US&R IST(s) will review and conduct demobilization planning for assigned resources.

Demobilization Period

- The US&R IST(s) will review and develop demobilization planning for assigned resources. Requests for demobilization orders will be filled by the US&R Program Office from recommendations made through the respective ERT/JFO to the NRCC.
- The US&R IST(s) will work with the task force sponsoring agencies on demobilization travel and associated issues involved with the return to home base of demobilized resources.
- US&R task forces will conclude operations, address demobilization activities and return to home base in accordance with demobilization orders.
- The US&R IST(s) will conduct an exit interview/demobilization agreement with the local incident commander/staff at the conclusion of all Federal US&R operations. The US&R IST will conclude operations, address demobilization activities and return to home base in accordance with demobilization orders.

Rehab / Return-to-Readiness Period

- US&R task forces will conduct personnel rest periods, cache rehab and other return-to-readiness activities as outlined in their respective demobilization orders. Refer to *US&R Program Directive - 2005-020 — Post-Mission Demobilization Allowance Standards and Reimbursement Guidance* – 07-12-05.

- US&R task forces will develop a detailed mission reimbursement submission within 90 days of return to home base. Refer to *US&R Program Directive - 2005-020 — Post-Mission Demobilization Allowance Standards and Reimbursement Guidance* – 07-12-05.
- US&R task forces and IST(s) will conduct post-mission operations reviews to identify issues for future operations improvements and forward to the US&R Program Office within 45 days of return to home base.
- US&R task forces will advise the US&R Program Office as soon as their task force has returned to a fully readiness status.

DHS/FEMA 2006 Hurricane Season Concept of Operations (CONOPS)

APPENDIX 10 (HAZARDOUS MATERIALS RESPONSE) TO ANNEX O (EMERGENCY SUPPORT FUNCTION)

1. PURPOSE

This ESF #10 concept of operations plan provides guidance on response actions that will be taken by ESF 10 as part of the National Response Plan (NRP) through requests by the Department of Homeland Security (DHS), the Federal Emergency Management Agency (FEMA) and other Federal agencies with emergency management assignments. This plan specifically covers ESF 10 actions for the 2006 hurricane season (June 1 – November 30), but is general in scope to also cover ESF 10 activation for other disasters and emergencies. This document supports the “2006 Hurricane Season All-ESF Concept of Operations and Concept Plan” developed by DHS.

a. Applicability: This Concept of Operations applies to all of the Environmental Protection Agency’s (EPA) and the United States Coast Guard’s (USCG) primary and support Agencies for ESF 10.

b. Scope: ESF 10 will be prepared to support FEMA (DHS’ executive agent) headquarters and all FEMA Regions to rapidly and effectively execute and deliver an incident management response operation in support of state, local, and tribal jurisdictions impacted by incidents of national significance consistent with the response actions outlined under the NRP. EPA and USCG will provide support and resources as requested unless these resources are dedicated to another incident or event in accordance with the NCP.

2. SITUATION

a. Planning Assumptions:

ESF 10 may be used to respond to actual or threatened releases of materials not typically responded to under the NCP but that, as a result of an Incident of National Significance, pose a threat to public health or welfare or to the environment. Appropriate ESF #10 response activities to such incidents include, but are not limited to, household hazardous waste collection, permitting and monitoring of debris disposal, water quality monitoring and protection, air quality sampling and monitoring, and protection of natural resources.

b. Planning Considerations:

- 1) ESF 10 is responsible for oil and hazardous materials response.
- 2) ESF 10 response activities will be initiated and executed in compliance with the NRP.
- 3) ESF 10, with our inter agency partners, will provide available NIMS/ICS qualified personnel and key leadership positions to Incident Management Teams

to establish and operate tactical ICS for ESF 10 operations, including operations, planning, logistics and financial section chiefs.

- 4) ESF 10 will use NRP-consistent, operational, funding and reimbursement procedures.
- 5) Hazardous materials addressed under the NCP include chemical, biological, and radiological substances. These include certain chemical, biological, and radiological substances considered weapons of mass destruction (WMD).
- 6) Appropriate response and recovery actions can include efforts to detect, identify, contain, clean up, or dispose of released oil and hazardous materials.

3. MISSION

ESF 10 provides the appropriate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents.

4. CONCEPT OF OPERATIONS:

a. **Intent:** ESF 10 will implement NIMS/ICS in accordance with the April 2004, National Incident Management System.

b. **Operations:**

- 1) ESF 10 manages oil and hazardous materials activities and provides personnel, equipment and supplies in support of state, local and tribal agencies involved in ESF -10 operations.
- 2) ESF 10 support organizations, processes, and procedures are outlined in the NCP. Responsibility for situation assessment and determination of resource needs will be coordinated with the local, state or tribal incident commander from a tactical perspective and with FEMA at the Joint Field Office (JFO) for broader coordination with the state and for funding purposes.
- 3) ESF 10 support assistance and resources are transmitted from the JFO ESF 10 representative to the appropriate RRCC. Requests that can not be fulfilled at the Regional level are forwarded to the EPA HQ EOC and/or USCG HQ Command Center (CC). The EPA HQ EOC and/or USCG HQ CC may coordinate additional resources from across EPA/USCG or our support agencies.
- 4) ESF 10 is may support FEMA management through the use of its NIMS/ICS qualified resources to the extent practicable; however expansion of this mission to include the management of FEMA Staging Areas can not be adequately supported. ESF 10 support in this area must be an alternate, not primary, FEMA strategy to carry out this mission.

- 5) Actual Oil and Hazardous Materials operations are managed using the ICS consistent with NIMS. Situation and damage assessment information is transmitted through established information channels and directly between the headquarters-level and regional-level functions according to NIMS procedures.
- 6) ESF 10 will plan to staff all organization levels with competent personnel. Our Incident Management Teams will support ICS management at the tactical level and we will have one or more representatives at the JFO for appropriate coordination.
- 7) Upon notification that an Emergency Response Team-Advance (ERT-A) will be assembled, ESF 10 will plan to staff the ERT-A(s) with competent personnel to aid in the teams' situation assessment and formulation of appropriate response orders.
- 8) ESF 10 can provide representation for assessments conducted through the National Operations Center (NOC) or RRCC components of NIMS.

c. Mission Assignments:

- 1) ESF 10 will provide appropriate response based upon a Mission Assignment (MA) which describes specific actions requested and in addition includes estimated assignment duration, safety requirement needs, and a reporting location with point of contact information.
- 2) MA's will be handled at the lowest operational level. Only MA's for activities at the NOC will be handled by the NOC ESF 10 representative in coordination with HQ.
- 3) Pre-scripted Mission Assignments (PSMA's) have been developed to facilitate rapid response and help standardize assignments. We have attached these to this CONOPS to facilitate ESF 10 response; however, prior to a PSMA becoming MA it may or may not include those specifics mentioned previously in this CONOPS.

5. LOGISTICS: (See Base Plan)

6. COMMUNICATION:

Situation Reporting: In addition to DHS requests, ESF 10 at the NOC will provide briefings as appropriate to all ESF 10 Support Agencies involved in the assignment.

7. DIRECTION AND CONTROL:

- a. EPA is Coordinating Agency and EPA and USCG are the primary agencies for ESF 10. EPA or DHS/USCG, depending upon whether the incident affects the inland or coastal

zone, serves as the primary agency for ESF #10 actions. For incidents affecting both, EPA is the primary agency and DHS/USCG serves as the deputy¹.

b. Support Agencies to ESF 10 are found in the NRP, ESF Annex

c. ESF 10 partners also provide support to the other ESFs.

1) Headquarters-Level Response Support Structure –

- a) The ESF 10 coordinator or representative reports to and is a member of the NOC when activated. This position is the link to the EPA's EOC, the USCG's CC and the RRCC.
- b) Upon notification from FEMA, ESF 10 will staff the NOC with personnel from both EPA and USCG on a 24/7 basis and will request additional help from support agencies as the situation warrants.

2) Regional-Level Response Structure –

- a) Federal response support is coordinated by the regional ESF 10 chair provided by the EPA's regional and/or the USCG's district office. The regional ESF 10 coordinator is responsible for establishing and maintaining coordination with the national ESF 10 coordinator, regional support agencies, and the JFO.
- b) Regional response personnel and logistics support is provided by the regional EOC/District Command Center. Upon notification, ESF 10 at both the RRCC and JFO will be staffed by personnel from the regional and HQ EOC.

8. AUTHORITIES AND REFERENCES:

- a. Comprehensive Environmental Response, Compensation, and Liability Act. Clean Water Act (as amended by the Oil Pollution Act of 1990).
- b. Regulation: National oil and Hazardous Substances Pollution Contingency Plan (NCP).
- c. Draft Standard Operation Procedures for National Response Plan Activations, ESF 10.

¹ National Oil and Hazardous Substances Pollution Contingency Plan. See 40 CFR, section 300.

TAB A (PRESCRIPTED MISSION ASSIGNMENTS) TO APPENDIX 10 (HAZARDOUS MATERIALS RESPONSE) TO ANNEX O (EMERGENCY SUPPORT FUNCTION)

These templates are provided only as a tool to assist the understanding and timely submission of MAs during a disaster response. The complexities and uniqueness of each disaster may require alterations to these templates. Some, all, or none of these pre-scripted MAs may actually be used during a disaster.

Using the templates enclosed does not provide any ‘guarantee’ that an MA will be approved. The final approval of an MA must be negotiated between the tasked agency, the lead ESF agency for that mission (if different than the tasked agency), and the designated FEMA authority. The existence of pre-scripted MAs is intended to minimize this negotiation process.

EPA PRE-SCRIPTED MISSION ASSIGNMENTS ATTACHED:

a. EPA Oil and Hazardous Waste Mission

b. EPA Drinking Water Safety Mission

EPA Pre-Scripted Mission Assignment for

Oil and Hazardous Waste Mission

1. EPA to conduct operations in support of [incident name] to include responses to orphaned containers, [see insert below], cleanup and disposal of hazardous materials and oil that is necessary to mitigate threats to public health and safety, and monitoring of immediate health and safety threats resulting from debris removal operations as requested by the State of [insert] and directed by FEMA. Personnel assigned to this mission should coordinate their delivery site location with the EPA-FOSC in [location].

- **Insert -- If this service is requested by the state, insert the following in the paragraph above where indicated:** “household hazardous waste (HHW) collection and disposal”

2. Activate oil & hazardous materials response to provide support to FEMA Region [#] Regional Response Coordination Center (RRCC), Emergency Response Team-Advance Element, Rapid Needs Assessment (RNA), Joint Field Office (JFO), and other teams as directed by FEMA

EPA Pre-Scripted Mission Assignment for

DRINKING WATER SAFETY MISSION

WATER SECTOR EXPERTISE – EPA water sector experts to co-locate with USACE at ESF-3 desk and pre-deploy/deploy upon NOC/RRCC/JFO operations commencement.

EPA DRINKING WATER AND WASTEWATER INFRASTRUCTURE/SAFETY TECHNICAL ASSISTANCE TO THE STATE – (Technical Assistance)

Provide technical assistance to State and/or local jurisdictions to aid them in accomplishing drinking water and wastewater safety and infrastructure priority missions, including initial assessment and inventory of public water supplies and publicly owned treatment works (POTWs) within areas covered by disaster/emergency declaration. Assessments to include preliminary facility survey (e.g., operational status, emergency power status/need, physical damage), boil water status for public water supplies, fuel, chemical, and manpower needs.

DRINKING WATER SAFETY (Direct Federal Assistance)

Activate and deploy the EPA Drinking Water Safety Planning and Response Team (PRT) to coordinate and execute all necessary actions associated with ensuring the safety of drinking water from public water systems in the affected area. These actions include, but are not limited to, providing mobile laboratory support, water sampling, assessing public water systems, supporting drinking water system restoration, and related activities.

DRINKING WATER SAFETY OVERSIGHT (Federal Operations Support) (based on travel, per diem, labor, supplies, etc. for 30 days)

Provide the US Army Corps of Engineers with technical capabilities to assist State and/or local entities in water safety and infrastructure restoration operations. Such assistance will include providing information on technical requirements for water safety operations, increasing the efficiency of such operations, efficient monitoring techniques, documentation requirements, etc. This will aid the FEMA Public Assistance Officer in determining appropriate reimbursement entitlement to State and/or local governments and/or public utilities.

DRINKING WATER AND WASTEWATER SYSTEM REPAIR AND RECOVERY Make contractor assistance available to provide emergency repair and recovery of public water supplies (wells, pumps, and treatment facilities including equipment and chemicals), publicly owned treatment works (POTWs), and associated distribution and collection systems. Contract operators for drinking water and wastewater treatment facilities should be included

USCG Pre-Scripted Mission Assignment

Oil and Hazardous Materials Waste

Cost estimates are based on COMDTINST 7310.1 (series), STANDARD RATES, that details how to compute the reimbursement costs for U.S. Coast Guard personnel, equipment, and assets. The Coast Guard representative should use this instruction to estimate costs when drafting a given Mission Assignment for signature approval.

PRE-SCRIPTED MISSION ASSIGNMENTS ATTACHED:

- a. Oil/Hazmat Field Response**
- b. USCG Strike Team Support**
- c. Aerial Oil Spill/Hazmat Assessment**

a. Assistance Requested: Oil/Hazmat Field Response

Block II Assistance Requested

Conduct field operations for response to and disposal of oil and hazardous material as directed by FEMA.

Block IV Description

Conduct field operations for disposal of oil and hazardous material as requested by the State of _____. Provide capability to conduct removal and disposal of actual and potential oil discharges/releases of hazardous materials, pollutants, and contaminants to include personnel assigned to support this mission. Reimbursable expenses include contracts, travel and per diem for Coast Guard military and civilian personnel assigned solely to perform services in support of emergency operations, maintenance costs, transportation costs for teams, and procurement of supplies, equipment, and fuel. Coordinate MA with the National Pollution Funds Center; POC is Command duty Officer at (202) 494-9118.

Cost Estimate: pending

Cost Estimation Factors: pending

b. Assistance Requested: USCG Strike Team Support

Block II Assistance Requested

Request USCG National Strike Force Team to provide hazmat and oil spill response and assessment support.

Block IV Description

Provide hazmat and oil spill response and assessment as directed by FEMA. This may include: aerial overflights, response prioritization, and contractor oversight. Reimbursable expenses include travel and per diem for Coast Guard military and civilian personnel assigned solely to perform services in support of emergency operations, maintenance costs, and transportation costs for teams, and procurement of supplies, equipment, and fuel. Coordinate MA with the National Pollution Funds Center; POC is Command duty Officer at (202) 494-9118.

Cost Estimate: pending

Cost Estimation Factors: pending

c. Assistance Requested: Aerial Oil Spill/Hazmat Assessment

Block II Assistance Requested

Provide imagery of affected area _____ ([location] / [radius from a point] / [zone]) at _____ (time) in order to conduct damage assessment and coordinate recovery operations.

The specific products requested are:

- Still Photography
- Downloadable Video
- Streaming Video
- In Flight Text Messaging
- Other

Block IV Description

Provide imagery of affected area _____ ([location] / [radius from a point] / [zone]) at _____ (time) in order to conduct damage assessment and coordinate recovery operations.

Requirements

- Geo-Rectification – (picture is overlaid on a map)
- Color / Pan-Chromatic (Black & White)
- Infra Red
- Ground Sample Distance (Resolution))
- Turn Around Time – (How soon is the image required?)
- Frequency of Report Cycle
- Other Requirements

24 hour support required? Y / N

Fuel and maintenance support required? Y / N

Cost Estimate: pending

Cost Estimation Factors

C-130 Scathe View – Cost per hour \$6,621

HH-65

HH-60

**DHS/FEMA 2006 Hurricane Season
Concept of Operations (CONOPS)**

**APPENDIX 11 (AGRICULTURE & NATURAL RESOURCES) TO ANNEX O
(EMERGENCY SUPPORT FUNCTIONS)**

1. PURPOSE

The Concept of Operations Plan (CONOPS) for Emergency Support function (ESF) #11, Agriculture and Natural Resources, provides guidance on response actions to be taken to support State, local, and tribal authorities and other Federal agency efforts. This plan specifically addresses ESF #11's anticipated actions for the 2006 hurricane season. However, it also outlines the general scope of duties covered by ESF 11 during activation for other disasters and emergencies.

- a. **Applicability:** This CONOPS applies to the Department of Agriculture's (USDA) and Department of the Interior's (DOI) primary and support Agencies for ESF 11.
- b. **Scope:** ESF 11 will be prepared to support DHS/FEMA Headquarters and all regions in accordance with the National Response Plan.

2. SITUATION

a. **Planning Assumptions:**

- 1) Obtaining appropriate food supplies, arranging for delivery of supplies, and authorizing disaster food stamp assistance
- 2) Supporting animal and wildlife issues (displaced animals and wildlife)
- 3) Inspection and verification of food safety ; laboratory analysis of food samples; foodborne disease surveillance
- 4) Conservation, recovery, and restoration of natural and cultural resources and historic properties
- 5) Disposal of debris (including animals and plants (i.e. livestock, quarantined plant pests, noxious and invasive weeds)

b. **Planning Considerations:**

- 1) ESF 11 response activities will be initiated and executed in compliance with the National Response Plan
- 2) ESF 11 will provide available qualified personnel and key leadership position to support activities at the NRCC, RRCC, and JFO
- 3) ESF 11 will follow consistent, operational funding and reimbursement procedures

3. MISSION

ESF 11 provides the appropriate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to agriculture and natural resources.

4. CONCEPT OF OPERATIONS

- a. **Intent:** ESF 11- Agriculture and Natural Resources supports State, local, and tribal authorities and other Federal agency efforts to:

Identify and obtain bulk food supplies

Manage emergency food stamp program

Provide information on ESF 11 activities and the food situation in the affected areas to the NRCC Planning Section in accordance with the Information Collection Plan

Attend briefings and meetings and responds to issues and questions related to food supplies and distribution

Coordinates tasks with other ESFs, Veterinary Medical Assistance Teams, and voluntary animal care organizations to respond to animal/veterinary/wildlife issues which may arise

Establish quarantines or otherwise restrict the movement of regulated materials within, into, or outside the impacted area

Assess whether meat, poultry and egg product producers are able to provide safe and secure food

Provide technical advice, information and assistance to help prevent or minimize injury to, and to restore or stabilize natural and cultural resources and historic properties

b. Phases of Operations:

1) From Heightened Situation awareness to Activation

- a) Maintain situational awareness
- b) Maintain capability to alert, activate and deploy resources upon notification of ESF 11 activation.
- c) Verify deployment rosters and checklists and review SOPs

- d) Primary and support Agencies will operate within their respective organizational assignments
- e) Initial posting of operational situation to the Homeland Security Information Network (HSIN) to coordinate Federal/State/Local information sharing and development of a Common Operational Picture (COP) for response operations
- f) Establish and maintain required communication and coordination links
- g) Initiate video teleconferences and other conference calls with ESF # 11 partners concerning the mission, situation and objectives
- h) Monitor reports from National Weather Service and remain at heightened alert for possible activation
- i) Regional officials will maintain region response personnel rosters to ensure that the region maintains the ability to execute an activation of regional emergency response operations.
- j) Identify State/County Liaison representatives
- k) Review and ensure appropriate Pre-Scripted Mission Assignments have been executed

2) Activation

- a) Implement ESF 11 SOP upon FEMA notification of ESF # 11 activation
- b) Follow up VTC with ESF-11 Principals for updated hurricane track projection
- c) ESF 11 partner Agencies will coordinate the scheduling and activation of emergency response team members.
- d) An ESF 11 Point of Contact will be appointed for each operational period.
- e) Activated team members (Red and White) will deploy to their designated facility (NRCC, RRCC, State EOC, USDA EOC, AEOC)
- f) Submit daily Situational Reports (SitRep)
- g) Maintain open line of communication between headquarters and Regional ESF 11 group

- h) Track expenditures under each Mission Assignment

3) Sustained Response and Recovery Phase

- a) Identify structural and non-structural mitigation strategies
- b) Collect, assess and prioritize damage assessments
- c) Identify recovery and mitigation programs, projects, technical assistance, and training activities
- d) Explore public/private and Industry partnerships to aid in recovery and mitigation efforts
- e) Track expenditures under each Mission Assignment

4) Deactivation and Demobilization

- a) Develop demobilization plan for ESF-11 personnel
- b) Develop demobilization plan for ESF-11 support
- c) Close out Mission Assignment and other financial document plans

5) Return to Day-to-Day "Static State"

- a) Return to normal operations
- b) Return staffing to normal operational levels
- c) Resume situational awareness
- d) Conduct after action lessons learned review
- e) Implement close out Mission Assignment and other financial documents

b. Mission Assignments

- 1) ESF 11 will provide appropriate response based upon a Mission Assignment which describes specific actions requested and in addition includes estimated assignment duration, safety requirement needs, and a reporting location with point of contact information.

- 2) Ensure prescribed Mission Assignments are available for rapid implementation and execution.

5. LOGISTICS:

Details to be finalized with ESF 11 partners

6. COMMUNICATION:

Details to be finalized with the USDA Emergency Coordination Group

7. DIRECTION AND CONTROL:

Details to be finalized with ESF 11 partners

8. AUTHORITIES:

- a. Standard Operating Procedures for National Response Plan Activations
Emergency Support Function # 1 1 — Agriculture and Natural Resources
(May 5, 2006)
- b. National Response Plan (NRP) December 2004
- c. Homeland Security Presidential Directive HSPD - 5 "Management of
Domestic Incidents" (February 2003)
- d. Robert T. Stafford Disaster Relief and Emergency Assistance Act (as
amended October 2000)

**DHS/FEMA 2006 Hurricane Season
Concept of Operations (CONOPS)**

APPENDIX 12 ENERGY TO ANNEX O EMERGENCY SUPPORT FUNCTIONS

- 1. PURPOSE** (See Base Plan)
- 2. SITUATION** (See Base Plan)
- 3. MISSION** (See Base Plan)
- 4. CONCEPT OF OPERATIONS:**

b. Phases of the Operation:

Prior to 96 hours to Landfall

- Training for deployment/table-tops and exercises
- DOE assists states in preparations of state plans
- Continuous weather situation monitoring

96 to 72 hours prior to landfall

- Modeling group maintains readiness
- Notifications to DOE management on weather situation
- Develop deployment plan/s
- RNA teams activated/deployed
- Assessment of at risk energy systems

72 to 36 hours prior to landfall

- Monitor status of fuel, including offshore facilities
- Assess readiness of industry response
- Notify deployment teams of pending activation

36 hours to 24 hours prior to landfall

- Prepare to activate modeling group
- Engage in any necessary industry interaction

24 hours to 12 hours prior to landfall

- ESF-12 to NRCC
- Activate modeling group
- Prepare damage and restoration estimates
- Issue DOE situation report number 1

Landfall

- 24/7 manning of NRCC
- Activate Fuels Working Group

24 to 36 hours after landfall

- ESF-12 deployed to RRCC/JFO/State EOC

Develop outage report schedule

36 hours and following Continue to report outage and restoration data
Share energy data with ESF's

Source of Logistical Support:

DOE financial/administrative infrastructure.

Source and Method of Acquisition:

The source of acquisition varies and is dependent upon several variables such as whether the outcome is a product or service, whether the product is purchased or leased, etc. The method of acquisition is dictated by the Federal Acquisition Regulations including the Federal Acquisition Streamlining Act of 1994 (Streamline Acquisition Procedures). Examples are the DOE Travel Charge Card Program, Governmentwide Commercial Purchase Card Program, purchase orders, blanket purchase agreements, etc.

5. LOGISTICS (See Base Plan)

6. COMMUNICATION (See Base Plan)

7. DIRECTION AND CONTROL (See Base Plan)

8. AUTHORITIES AND REFERENCES (See Base Plan)

**DHS/FEMA 2006 Hurricane Season
Concept of Operations (CONOPS)**

**APPENDIX 13 (PUBLIC SAFETY AND SECURITY) TO ANNEX O (EMERGENCY
SUPPORT FUNCTIONS)**

1. PURPOSE

- a. **Applicability:** This Concept of Operations applies to coordinating, primary and support agencies for ESF 13.

- b. **Scope:** ESF 13 integrates Federal public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual INS. ESF 13 prescribes the procedures for the command, control and coordination of Federal law enforcement assets in support of State and local law enforcement personnel to support emergency operations. It establishes interagency cooperation between Federal law enforcement and State and local law enforcement.

2. SITUATION

a. **Threat Assessment:**

- 1) Homeland Security Advisory System Current Status
- 2) Yellow – ELEVATED - Significant Risk of Terrorist Event
- 3) An increase to Orange, HIGH – High Risk of Terrorist Event, would cause primary and supporting agencies to undertake actions which may limit the availability of NIMS/ICS- qualified resources to support 2006 hurricane response.

b. **Planning Assumptions:**

To increase effectiveness, an agency may increase mobilization capabilities instead of staging resources

c. **Planning Considerations:**

- 1) The activities of ESF 13 are limited to providing non-investigative, public-safety and security-related law enforcement support to State and local authorities in instances in which State/local resources—including National Guard resources and resources obtained via the Emergency Management Assistance Compact (EMAC)---have been overwhelmed and in instances in which Federal resources are uniquely suited and/or necessary to undertake a

critical public-safety mission. ESF 13 and its attendant staffing at sites such as JFOs and the NRCC, will be “activated”, along with other ESFs, when the Secretary of Homeland Security makes a determination that an Incident of National Significance—or other incident triggering the NRP-- has occurred (or is imminent) and when ESF 13 leadership determines, based upon the nature of the incident, that Federal law-enforcement assets may be required to fulfill public-safety and security-related missions.

- 2) ESF 13 will be prepared to deliver a consequence-management response operation in support of State, local, and Tribal jurisdictions impacted by a major hurricane or tropical storm making landfall in the United States and its territories as appropriate and consistent with the response actions outlined under the NRP. However, commitments by primary and supporting agencies in exercising their traditional functions, such as response to terrorist events or National Security Special Events, and/or avian influenza outbreak may impede the ESF 13 response.
- 3) ESF 13 will implement NIMS/ICS in accordance with the April 2004, National Incident Management System.
- 4) ESF 13 response activities will be initiated and executed ICW the NRP.
- 5) ESF 13 with our interagency partners will provide available NIMS/ICS qualified personnel and Logistical Support resources
- 6) ESF 13 will use NRP-consistent, operational, funding and reimbursement procedures.
- 7) Mission Assignments (MAs) received by ESF 13 will require specific language describing the assignment in detail; including specific equipment, personal protective equipment (PPE) and vaccinations, if any, needed to complete the mission safely as well as the estimated duration of the assignment.
- 8) ESF 13 will utilize inherent department and agency specific authorities, resources, and programs to facilitate response activities and operations during the 2006 hurricane season in accordance with the NRP.

3. MISSION

Immigration and Customs Enforcement of DHS is designated by DHS to serve as its coordinator for ESF 13 will provide the necessary management and expertise to mobilize law enforcement resources for ensuring public safety and security during an Incident of National Significance.

4. CONCEPT OF OPERATIONS:

a. Operations:

- 1) In the immediate aftermath (and/or prior to landfall) of a hurricane, operational ESF 13 decision-making will be conducted by the national ESF 13 command structure (which will comprise senior-level representatives from DOJ, DHS and other Federal law enforcement agencies); however, as soon as practicable, operational functions will be transferred to the JFO (or, as the case may be, to multiple JFOs) that will have been established in the field. Two ESF 13 desk officers at the JFO, one drawn from DOJ and one drawn from DHS, will coordinate the assignment of ESF 13 missions with officials in the JFO's Law Enforcement Coordinating Center (LECC).
- 2) The Senior Federal Law Enforcement Official will maintain oversight of the LECC's ESF 13-related decision-making at the JFO, while the national ESF 13 leadership structure will maintain responsibility for ensuring that ESF 13 desks at JFOs and in the National Response Coordination Center are appropriately staffed, for maintaining situational awareness with respect to all ESF 13-related activities across (possibly) multiple incident zones, and for conducting liaison with the Incident Advisory Council (formerly, the IIMG), Homeland Security Council Policy Coordinating Committees, the Disaster Response Group and other incident-management, advisory, and/or policymaking bodies as required.
- 3) Like the ESF 13 desk at the JFO, the ESF 13 desk at the National Response Coordination Center will be staffed by one representative from a DOJ law-enforcement component and one representative from a DHS law-enforcement component.
- 4) State and local authorities have primary authority and responsibility for law enforcement activities designed to promote public safety and security. Through ESF 13, Federal resources supplement State and local authorities when requested or required, as appropriate, and are then integrated into the overall relief effort.
- 5) ESF 13 manages and coordinates non-investigative Federal law enforcement activities and provides personnel, equipment and supplies in support of State, local and Tribal agencies involved in public-safety and security-related missions.
- 6) Actual law enforcement operations are managed under ICS and supported by NIMS. Situation and assessment information is transmitted through established agency information channels, including the Homeland Security Information System (HSIN) and directly between the headquarters-level and regional-level functions according to NIMS procedures.

b. Mission Assignments

- 1) ESF 13 will provide appropriate response based upon a Mission Assignment (MA) which describes specific actions requested and in addition includes estimated assignment duration, specific personnel protective equipment (PPE) & safety requirement needs, and a reporting location with point of contact information.
- 2) MAs will be consistent with work/rest guidelines.
- 3) Pre-scripted Mission Assignments (PSMA's) will be developed to facilitate rapid response and help standardize assignments; however, prior to a PSMA becoming a MA it must include those specifics mentioned previously in this CONOPS.
- 4) Field level decision's to change MAs for assigned resources will require approval by the ordering ESF 13 and a revision to the original MA.

5. LOGISTICS (See Base Plan)

6. COMMUNICATION

Situation Reporting:

ESF 13 will provide briefings as necessary to DHS and DOJ leadership.

7. DIRECTION AND CONTROL

- a. ESF 13 will staff all organization levels with law-enforcement personnel
- b. Primary and Support Agencies to ESF 13 also provide support to the other 14 ESF's.
- c. The ESF 13 Coordinating and Primary Agencies are the Department of Homeland Security (DHS) and the Department of Justice (DOJ)¹.

¹ In its February 2006 report titled "The Federal Response to Hurricane Katrina: Lessons Learned," the White House recommended that the Department of Justice assume leadership of ESF 13. If this recommendation is adopted, DOJ will coordinate ESF 13 activities; however, DHS would maintain a robust presence within the ESF 13 leadership structure.

**DHS/FEMA 2006 Hurricane Season
Concept of Operations (CONOPS)**

**APPENDIX 14 (LONG-TERM COMMUNITY RECOVERY) TO ANNEX O
(EMERGENCY SUPPORT FUNCTIONS)**

1. PURPOSE (See Base Plan)

2. SITUATION

a. Planning Assumptions:

- 1) The 2006 hurricane season will likely affect more than one DHS/FEMA Region. Specific regions of concern are Regions I, II (and the Caribbean Area Office), III, IV, VI and IX (Pacific Area Office).
- 2) Communities affected by the 2005 hurricanes will be more vulnerable to the effects of new hurricanes, with diminished capacity to respond and recover, particularly over time.

b. Planning Considerations:

- 1) States have identified agency representatives to coordinate long-term community recovery initiatives and have assessed their capacity.
- 2) ESF 14 primary and support agencies have identified personnel from across the country with specialized expertise to support ESF 14 missions.

3. MISSION

ESF 14 supports long term recovery in the affected areas by coordinating agencies and organizations that provide assistance for long term recovery and by providing states and localities technical assistance for community recovery planning and other long term recovery needs.

4. CONCEPT OF OPERATIONS:

a. Goals and Objectives:

- 1) Assess hurricane impacts on a local, regional and State-wide basis with respect to long-term community recovery needs and capacity.
- 2) Work with States to help define a strategic recovery framework and timeline for each severely impacted community, and provide technical assistance in such a way as to maximize local resources and build local capacity.

- 3) On a regional basis, coordinate and streamline programs and efforts of Federal, State, local governments, voluntary agencies, and the private sector in promoting long-term recovery.
- 4) Evaluate the progress of recovery and identify emerging opportunities for improving effectiveness.
- 5) Promote a unified, consistent approach to long-term community recovery across all impacted areas.

b. Phases of the Operation:

- 1) Normal Operations: (168+ hours from expected landfall)
 - a) Primary and support agency personnel pre-identified to support ESF 14 inform the ESF 14 Cadre Manager, through their host agency, of their availability and readiness to deploy and ensure they can be contacted in the event of an alert and activation.
 - b) Alert, activation, and deployment preparations and procedures are periodically reviewed including verification of deployment rosters and checklists.
 - c) Ensure ESF 14 personnel meet minimum qualifications prior to a deployment, including completion of DHS-mandated courses.
 - d) At the regional level, periodically communicate with designated State ESF 14 liaisons and review long-term recovery strategies and mitigation plans.
- 2) Transition to Heightened Situational Awareness: (96 to 168 hours from expected landfall)
 - a) Initiate, through the NRCC, a requirement for ESF 14 partners to assume a heightened state of situational awareness;
 - b) Review and validate internal and interagency Essential Elements of Information (EEIs), information collection strategies and methodologies;
 - c) Review and validate internal and interagency initial actions checklists;
 - d) Review and validate internal and interagency reporting requirements;
 - e) Review personnel rosters and related tables of organization;
 - f) Establish and maintain required communication and coordination links with OFAs and appropriate State counterparts;
 - g) Identify, and deploy if directed, qualified representatives to staff the ESFLG.
 - h) Initiate preliminary incident-specific information and data collection, analysis, and assessment based on available quantitative data and derived from the Hurricane Incident Collection Plan (ICP); and

- i) Review pre-impact analysis of the likely consequences (i.e., damage and needs assessments) on the geography, demographics and population, and critical infrastructures as they relate to potential long-term impacts.
- j) Review existing State and local recovery plans and strategies as available.

3) Alert, Activation, and Deployment: (0 to 96 hours from expected landfall)

- a) ESF 14 Coordinator issues an alert notification in preparation for possible activation of personnel.
- b) ESF 14 Cadre Manager reviews readiness of cadre rosters and ensures that all critical positions are staffed with qualified personnel.
- c) ESF 14 NRCC Liaisons continue pre-impact analysis review.

4) Sustained Response and Recovery Operations: (H-Hour until...)

- a) Collect information¹ about the potential need for long-term community recovery assistance, to include review of situation reports from all sources and relevant State plans.
- b) Review loss estimation data for the affected area(s) (e.g., HAZUS) as available and share information with Primary agencies.
- c) Consult with primary agencies and identify potential agencies/functions needed to support long-term community recovery.
- d) The ESF 14 Incident Support Team (IST) consisting of primary agency representatives analyzes the multi-sector impacts and needs, and determines the need for full activation.
- e) If full activation is recommended, the ESF 14 IST formulates the preliminary *ESF 14 Implementation Strategy* which serves as the initial concept document for ESF 14 implementation in the field.
- f) The ESF 14 Supervisor or Team Leader and/or IST deploys soon after the event to continue the situation assessment on the ground, stand up the ESF 14 operation in the JFO, and establish the time frame for action.
- g) The ESF 14 Supervisor or Team Leader at the JFO and the IST work with the FCO to coordinate decisions with the State about long-term

¹ A number of criteria may be used as potential indicators for the need for ESF #14 activation. They include:

- a large number of mass casualties and/or displaced persons;
- extensive housing damage
- environmental damage that forces long-term or permanent relocation for a significant portion of the population;
- infrastructure damage of a severity and scale likely to cause major service impacts and economic disruptions;
- severe damage to a critical industry, including utilities, which results in major regional or national impacts, including the extensive loss of jobs;
- Destruction to economic base that cripples local government revenue streams.

community recovery Federal support and coordination structure based on initial assessment recommendations.

- h) ESF 14 Supervisor or Team Leader at the JFO determines staffing requirements, oversees mission assignments, and is responsible for the overall management of ESF 14.
- i) Issue Mission Assignments (MAs) as appropriate to ESF 14 Agencies for long-term community recovery assessment, technical assistance, or coordination.
- j) Coordinate requests for information and support with other ESFs and disaster program staff (NVOAD, IAIP, and Private Sector) as appropriate.

5) Termination, Recall, and Reconstitution (Deactivation and Demobilization)

ESF 14 transitions operations to the Long-Term Recovery Office or Regional Office when the affected jurisdictions no longer require intensive technical assistance for long-term community recovery.

c. Essential Elements of Information and Information Collection Plan

ESF 14 will examine existing information elements designated by other ESFs (e.g., food supply and distribution, socioeconomic impacts, public infrastructure effects, energy supplies, transportation networks, public safety concerns, and so forth), as well as introducing some additional items related to **business continuity, education, and health/medical infrastructure.**

EEI	Specific Information Requirement	Proposed Methodology/ Sources	Responsible Element	Deliverable
Business and Industry Impacts	<ul style="list-style-type: none"> • Major industry impacts • Number of unemployment claims • Unemployment rate • Number of businesses closed • Size and availability of temporary labor pool • Expected duration of impacts 	NICC U.S. Chamber		Situation briefing Situation report GIS Products

Education Impacts	<ul style="list-style-type: none"> • Number of schools closed • Available alternatives • Anticipated period of closure 		DEd	Situation briefing Situation report GIS Products
Health and Medical Infrastructure	<ul style="list-style-type: none"> • Status of acute medical care facilities • Status of chronic medical care facilities • Status of home health agencies • Status of State/Local EMS systems • Status of State/Local Health Depts. • Expected duration of impacts 	Reports from ESF #8 State Reports Reports from Community Relations	HHS	Situation briefing Situation report GIS Products

d. Essential Senior Officials' Operational Planning Initiatives and Expectations (Outcomes)

- a) ESF 14 helps establish or augments a long-term recovery planning effort within a State and affected jurisdictions. These efforts are State-defined and driven, with ESF 14 serving in a support role.
- b) ESF 14 and the State jointly develop a common set of objectives and strategies to implement long-term community recovery (*Incident Action Plans*).
- c) Depending on initial and ongoing needs assessment, ESF 14 may conduct formal LTCR jurisdiction assessments to assess needs/capacity; assists with the preparation of an *Early Recovery Strategy* to help focus community priorities for restoration and recovery; and examines projects in light of their *recovery value*.
- d) ESF 14 also prepares a Partner Resource List outlining available resources or programs that local and State governments can go to for long-term assistance.

- e) ESF 14 partner agencies coordinate efforts to identify and request additional appropriations to support long-term community recovery needs (*Supplemental Appropriations Request*).
- f) ESF 14 makes available a *Self-Help Guide* for long-term community recovery to emphasize important long-term recovery principles, concepts, and strategies.
- g) ESF 14 may employ a *Long-Term Recovery Manager* for those jurisdictions needing significant help with the integration of federal resources and long-term recovery plans, and plan implementation.
- h) ESF 14 tracks the actions by Federal partners with respect to recovery (*ESF 14 Agency Initiatives Report*) on an ongoing basis, and looks for opportunities to streamline programs, reduce bureaucratic burdens, and unify planning efforts.
- i) ESF 14 devises a performance measurement system, based on stated goals, strategic objectives, and service outcomes.

5. LOGISTICS (See Base Plan)

6. COMMUNICATION (See Base Plan)

7. DIRECTION AND CONTROL (See Base Plan)

8. AUTHORITIES AND REFERENCES (See Base Plan)